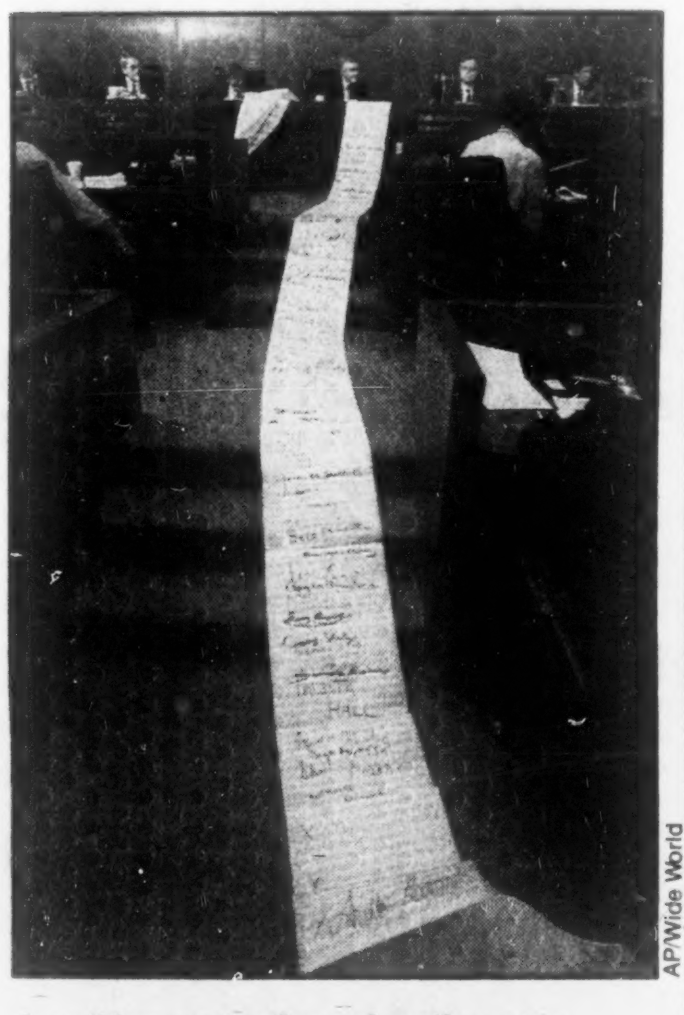
R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 10 · November 6, 1991

© 1991 Editorial Projects in Education / $2.50



AP/Wide World

A petition protesting education cuts was presented to the Florida cabinet last month. Nationwide, states face a new round of budget cuts and tax increases to make up for drooping revenues.

States' New Deficits Bode Ill for Schools, Experts Predicting

By Lonnie Harp

State education programs, which were largely spared from significant spending cuts in this year's austere budgets, can no longer be guaranteed immunity when the legislatures begin meeting again, fiscal experts warned last week.

The dire predictions for education funding came amid evidence in recent weeks that, after a brief rebound over the summer, the nation's economy was once again headed sharply downward, taking with it the outlook for state revenues.

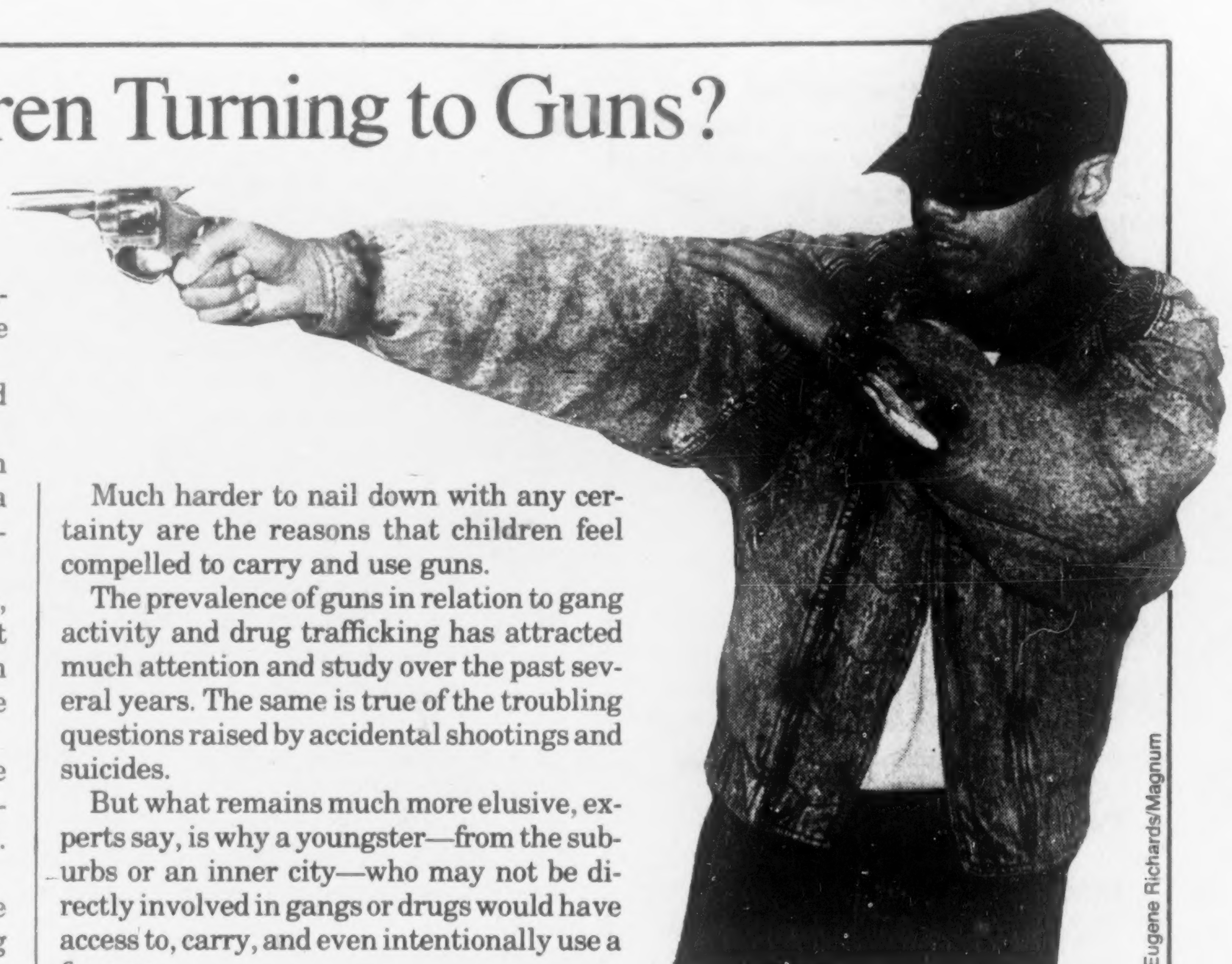
As a result, many states now are facing a new round of spending cuts and tax increases that could equal or exceed the politically wrenching budget confrontations they went through just a few months ago.

Early signs of fiscal troubles have sprouted in a number of states where tax collections for the current fiscal year have fallen

Continued on Page 21

Why Are Children Turning to Guns?

By Millicent Lawton



Eugene Richards/Magnum

Nearly 1 out of 20 students in grades 9 to 12 carries a firearm at least once a month, a federal survey has reported.

Not so many years ago, an elementary- or middle-school student eager to impress a classmate might have stuffed a live frog into the pocket of his windbreaker.

Today, the object of choice might instead turn out to be a .32-caliber revolver.

Or a dispute among teenagers, brought on by a shoulder bumped in the hallway or a remark about a girlfriend, might have ended in a bloody nose, not a pool of blood.

Whether in Washington, Milwaukee, Houston, or Los Angeles, in school or at home, thousands of children, many of whom have had no history of troublemaking, are packing an arsenal of weapons.

"Kids are dangerous; they always have been," said Lawrence Sherman, a criminology professor at the University of Maryland. "And now that we've got guns . . ."

"Unless we control guns in the streets," he added, "we're going to have to start building our schools like castles."

The fact that more children and teenagers are toting guns and ammunition is relatively easy to document through a flood of statistical and anecdotal evidence.

Much harder to nail down with any certainty are the reasons that children feel compelled to carry and use guns.

The prevalence of guns in relation to gang activity and drug trafficking has attracted much attention and study over the past several years. The same is true of the troubling questions raised by accidental shootings and suicides.

But what remains much more elusive, experts say, is why a youngster—from the suburbs or an inner city—who may not be directly involved in gangs or drugs would have access to, carry, and even intentionally use a firearm.

While a youth's reasons for having or using a gun may be as unique and complicated as the youngster himself, experts tick off

Continued on Page 14

'Strategy Session' on Goals Draws Diverse Array of Players, Reactions

By Lynn Olson

Des Moines—More than 700 people from 43 states and the District of Columbia gathered here last week for what was described as a "strategy session" to help achieve the six national education goals.

But the National Education Goals Forum attracted widely varying levels of state involvement, with some participants expressing uncertainty about the purpose of the two-day event.

The nation's governors had been invited to attend the forum and to send teams of "delegates" from their states to share ideas and experiences on working toward the goals.

Six governors actually attended the forum. And while some state chief executives sent more than 25 people—including legislators, chief state school officers, educators, and leading business executives—others sent few or none.

Moreover, while many attendees found the exchange of information helpful, some wondered what they were supposed to accomplish here, or what they were expected to do once they got back home.

"The first question I got asked was, 'Why are we here?' " said Dick Vander Woude, a government-relations consultant for the National Education Association, which held a briefing for union members who attended the conference.

"I think they were hoping to start some dialogue," Mr. Vander Woude added, referring to the forum's organizers. "And if that happens in a few places, then I guess it will be worthwhile."

There was no strategy document or plan that states were expected to have developed

Continued on Page 16

House Panel's Vote Marks a Sea Change On the Choice Issue

By Julie A. Miller

Washington—The House Education and Labor Committee's approval last month of compromise legislation that would allow school districts to use federal funds for private-school choice programs heralds a sea change on Capitol Hill, observers say.

For the first time in recent memory, they point out, it is conceivable to think that the Congress might even take the next step and itself agree to fund choice plans that help parents send their children to private schools.

While the legislation approved last month, HR 3320, would probably not directly underwrite such programs, it would provide grants to states and school districts to develop and implement education-reform strategies. Committees including educators, students, parents, and business leaders would choose which activities they wanted to pursue.

But among those possibilities are "choice programs consistent with state law and state constitutions which permit parents to

Continued on Page 26

Foreign-Language Instruction Resurfacing in Elementary Schools

By Debra Viadero

Bladensburg, Md.—All eyes in François Lareuse's kindergarten class at Rogers Heights Elementary School here were glued to the little girl at the front of the room.

Pretending to be Goldilocks in the cottage of the three bears, the child picked up a large bucket and sampled some imaginary porridge from it.

"*C'est chaud,*" she said as she fanned her mouth to cool it from the heat of the imaginary porridge.

Picking up the second bucket, she pretended to shiver, and said, "*C'est froid.*" Then, eating from the tiniest bucket, the girl rubbed her belly and pronounced, "*Yum, yum. C'est bon.*"

The meaning of her French words was abundantly clear to her young classmates, although most of them have probably never seen Paris. They giggled at her antics and prodded her on when she hesitated.

That is because students at this school in suburban Washington are enrolled in a French-immersion program and hear nothing but that language in their classes from the day they enter kindergarten until their 6th-grade graduation.

According to foreign-language educators, programs like this one are on the cutting edge of an emerging national trend. Elementary-school foreign-language programs, which all but disappeared from public schools nearly two decades ago, are making a cautious comeback.

"Americans are finally realizing again that it's a small world, and in order to compete successfully, we really need to look at languages," said Ellen Boudreaux, a past president of Advocates for Early Language Learning, a national group dedicated to that cause.

Continued on Page 12

Also in the news

17 **Dueling Reform Plans**
Educators, legislators, and the Governor are all vying to rework Massachusetts' fiscally strained school system.

IN SUMMARY

Dade Trade-Off
Dade County, Fla., teachers are set to vote on whether to accept a new contract that gives them greater control over discipline and lesson plans but no salary hikes.
Page 4.

Seattle Kills Spending Curb
The Seattle City Council has repealed a measure passed by voters two years ago that blocked the city from spending sales-tax revenues on public schools until the school board ended forced busing. **Page 4.**

Give It Up
The Los Angeles Unified School District has been so liberal in its salary policies that employees should accept pay cuts this year, a fact-finding report urges.
Page 5.

Back on the Bus
Boston's bitter, five-week-old strike by school-bus drivers ended last week with an agreement that left city and union officials both claiming victory.
Page 5.

Breaking Training
Athletic coaches, the most crucial factor in determining how young people experience organized sports, often lack the formal training that can make the involvement beneficial, a new report asserts. **Page 10.**

No Time for Art
The amount of time devoted to arts education in the nation's schools is "totally inadequate," according to the first comprehensive national survey of school fine-arts programs in nearly two decades. **Page 11.**

Budget Agreement
House and Senate conferees last week agreed to a $204.9-billion social-services spending bill for fiscal 1992 that includes approximately $31.5 billion for the Education Department. **Page 22.**

Books	**28**
Capital Update	**26**
Commentary	**27 and 36**
Events	**30**
Federal File	**22**
Focus On: Teachers	**6**
Health	**10**
Legislative Update	**19**
Letters	**29**
Marketplace	**31**
State Journal	**17**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 10.

ACROSS THE NATION

NATIONAL

Teaching Standards Panel Names Five to Board of Directors

The National Board for Professional Teaching Standards has elected five new members to serve three-year terms on its board of directors.

The new members are Roseann K. Bentley, the immediate past president of the National Association of State Boards of Education; Linda Darling-Hammond, a professor of curriculum and teaching at Teachers College, Columbia University; Lois Distad, a reading teacher at Bar Nunn (Wyo.) Elementary School; Barbara J. Firestone, a teacher at McCollom Elementary School in Wichita, Kan.; and Sharon C. Mahoe, president of the Hawaii State Teachers Association.

The 63-member national board is developing a national certification system to identify accomplished teachers. It expects to launch is first assessments in 1993.

■ **A special committee of the National Collegiate Athletic Association has recommended major changes in the process by which colleges and universities are investigated for alleged recruiting and scholarship infractions.**

The panel, led by former U.S. Solicitor General Rex Lee, called for the use of hearing officers to determine facts and recommend penalties to the N.C.A.A.'s committee on infractions. The committee also recommended opening investigation hearings to the public.

The panel's major recommendations must be approved by the membership of the N.C.A.A. at its meeting in January.

■ **A nationwide chain of photocopying stores has agreed to stop producing and selling anthologies of published materials without copyright permission.**

The agreement, announced Oct. 17, brings to an end a long-running legal dispute between Kinko's Graphics Corporation and eight publishers joined by the Association of American Publishers.

A federal court in March upheld the publishers' contention that Kinko's had infringed on their copyright by photocopying unauthorized excerpts from published materials and compiling them into course anthologies to be sold to college and university students.

Kinko's also agreed not to appeal the ruling and to pay the publishers' nearly $1.9 million in damages and legal fees. ■

DISTRICTS

Federal Court Approves Overhaul Of Tampa-Area Desegregation Plan

A federal court has cleared the way for the Hillsborough County, Fla., school system, which includes Tampa, to dramatically change a school-desegregation plan the district adopted 20 years ago.

In a ruling issued last month, U.S. District Judge Elizabeth A. Kovachevich approved a plan to create more than $150 million in new magnet and middle schools and to bus thousands of children from the suburbs into the inner city to desegregate schools in the 125,000-student district.

When the plan is fully implemented in five to seven years, the number of students being bused for desegregation purposes will decrease from 17,000 to 10,000, and black students will be less burdened by busing, district officials said.

The plan faces two legal challenges, however, from lawyers for parents in a Tampa neighborhood called Town'N'Country.

A lawsuit filed in Hillsborough Circuit Court charges that the plan invades the privacy of the neighborhood's residents, while a petition filed with the Florida Department of Administration asserts that the plan is invalid because it was worked out behind closed doors by the district and local officials of the National Association for the Advancement of Colored People.

■ **The U.S. Court of Appeals for the Fifth Circuit has upheld a lower-court ruling that allows the Austin Independent School District to end busing at the elementary-school level.**

In 1987, the district moved to end elementary-school busing and to institute a neighborhood-school plan in an effort to relieve overcrowded classrooms and to create 16 priority schools with extra resources for disadvantaged students.

Civil-rights groups argued, however, that the changes instituted in 1987 would resegregate the district's schools.

Judge John Minor Wisdom of the appeals court held that the changes were constitu-

STATES

Virginia Board Weighs Governor's Proposal for Year-Round Schools

Gov. L. Douglas Wilder of Virginia has proposed that the state's schools adopt a year-round school calendar by the year 2000.

Under the proposal, announced by the Governor at the state PTA convention late last month, students would attend school 200 days a year instead of the current 180. Estimates of how much it would cost to add the 20 days to the calendar run as high as $500 million.

Superintendent of Public Instruction Joseph A. Spagnolo Jr. and Education Secretary James W. Dyke Jr. defended the proposal before the state board of education last week.

The board took no formal action, however, and probably does not plan to do so, a board spokesman said.

Any state efforts at year-round schooling would probably be done on a pilot basis in 1993 under a "world-class education program" passed by the state board this year. Under the program, up to 15 schools or districts can apply for funding to pursue innovative ideas, one of which could be an extended school day or year, the spokesman said.

The effort depends on whether the General Assembly will approve funding during its next term beginning in January. ■

A Cornucopia of K Rations

Last winter's operation Desert Storm has turned into this fall's Thanksgiving harvest for schools, homeless shelters, and other organizations in need of aid.

During the Persian Gulf war, the Department of Defense planned for 60 days' worth of food for 500,000 hungry troops. The brevity of the conflict resulted in an unexpected but welcome benefit for civilians at home.

Finding themselves with more than $300 million in surplus food and sundries, defense officials decided to turn the leftovers into a peace dividend called Operation Desert Share.

Over the next several months, tons of canned vegetables and fruits, frozen meats, rice, cake mix, and toiletries will make their way from military supply ships to civilians in need through the General Services Administration, the federal agency charged with the daunting task of coordinating the effort.

As the supply ships dock, the food is inspected and sent to federal and state agencies, which then allocate the goods to nonprofit organizations. Ultimately, the camp cuisine finds its way to soup kitchens, church pantries, day-care centers, and drug- and alcohol-treatment centers nationwide.

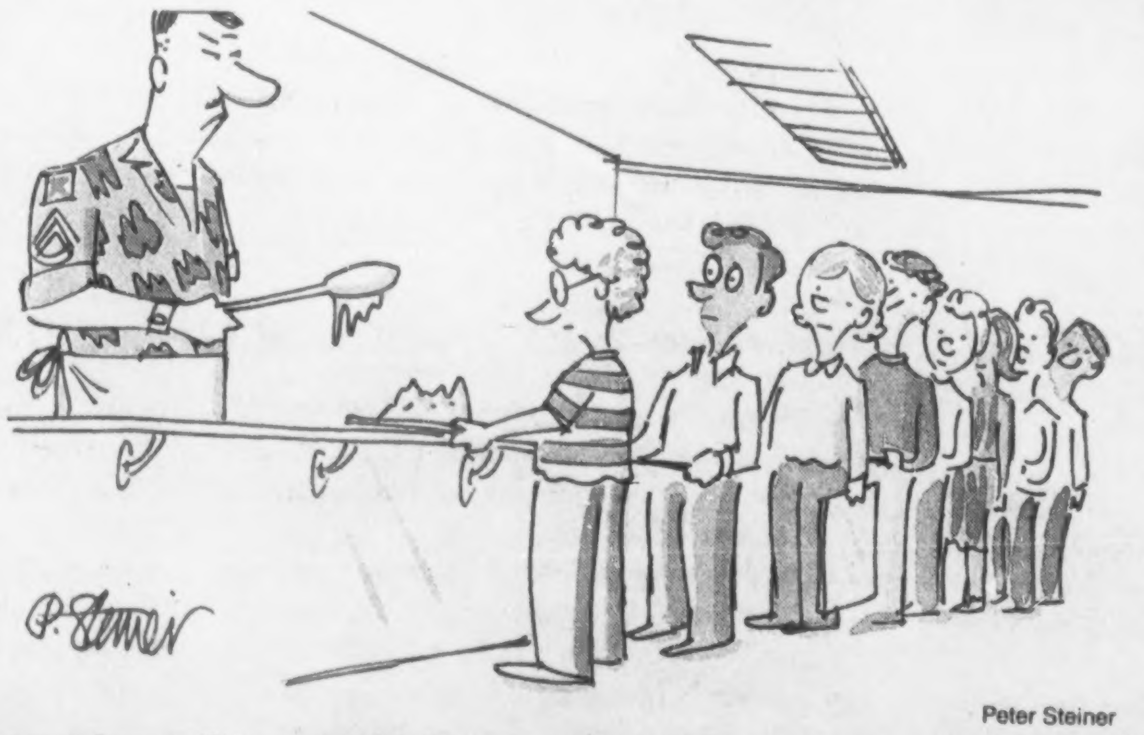
Numerous schools are also the lucky recipients of approximately one-fourth of the soldiers' fare. Several states, including New Hampshire, Utah, Missouri, and Massachusetts, are participating.

Kathryn Gaddy, a spokesman for the G.S.A., calls Operation Desert Share "the only model of its kind" and is at once proud of and amazed at the logistics of distributing the equivalent of approximately 70 million meals.

She says that all of the recipients thus far have praised the quality and quantity of the food, although she does remember one comment from a student on discovering K rations on her cafeteria plate.

"She said she didn't like the green beans," Ms. Gaddy recalls, "although she liked everything else."

—S.K.G.



Peter Steiner

tional because they did not intentionally segregate. He cautioned the district, however, to ensure that it equitably funds schools with large minority populations.

■ **Responding to an increase in school violence, the Houston Independent School District has approved a $1.5-million security plan** that will give campuses the options of using armed officers and instituting in-house suspension programs.

Under the plan, approved by the board last month, schools may also begin using hand-held metal detectors, two-way radios, fencing and roof-mounted lights, identification cards for students in high schools and middle schools, and "panic button" security systems in selected classrooms.

"There has been an increase in violence in the community and the schools," said Les Burton, the district's security director. "We've had some vehicles drive by and discharge firearms, and over the last three years, there has been an increase in weapons."

Under the plan, officers of the newly named H.I.S.D. Police Department will be authorized to wear guns and uniforms on high-school and middle-school campuses that request it.

■ **Cardinal Joseph Bernardin, the archbishop of the Roman Catholic Archdiocese of Chicago, has acknowledged that the church "made mistakes" in its handling of cases involving priests accused of child sexual abuse.**

In an open letter to church members late last month, Cardinal Bernardin said he was appointing an advisory commission on the issue of child sexual abuse. The panel's first task will be to determine whether any current clergy assignments "might put people at risk."

The cardinal responded following news reports in the Chicago media last month about a parish priest in suburban Berwyn who was accused of making sexual advances toward a 20-year-old man. The priest had been accused in 1982 of exposing himself to several altar boys during a picnic and was under orders not to be alone with anyone under 21 years of age. The Berwyn police are also investigating the allegations of a 14-year-old girl who claimed that the priest touched her improperly.

The priest left the church in July and is in a treatment center, said Joy Clough, a spokesman for the archdiocese.

■ **A Garland, Tex., middle-school principal riled parents and advocacy groups last month when he banned the speaking of Spanish in the school to prevent Hispanic students from using the language to curse at teachers.**

Joe Brown, principal of O'Banion Middle School, instituted a policy subjecting students to suspension or even expulsion if they were caught using Spanish outside of language classrooms.

Twenty percent of the school's 981 students are Hispanic, but only two teachers there speak Spanish. Officials of the Garland Independent School District said students were using Spanish to curse at their teachers.

Mr. Brown later lifted the ban after parents and advocacy groups pressured the district.

■ **A Los Angeles-area high school has forfeited an important football game rather than play at its opponent's field where a drive-by shooting occurred early last month.**

Officials said it apparently was the first time in recent memory that an area high school had forfeited a game due to fear of violence.

Despite beefed-up security and the change of game time from night to daylight hours, Banning High School in Wilmington last week notified Dorsey High School in Los Angeles that it would forfeit the Nov. 1 varsity game because of safety concerns, said Willard Love, Dorsey's assistant principal.

Banning also forfeited its B team's Oct. 31 game against Dorsey High, said Richard Browning, a division administrator for the Los Angeles Unified School District.

The Banning and Dorsey varsity teams are ranked No. 1 and 2 in the city, respectively, Mr. Love said.

Both games would have been played at Jackie Robinson Stadium, adjacent to Dorsey High in Los Angeles's Crenshaw district—the scene last month of a gang-related drive-by shooting that injured a Dorsey student and another youth, Mr. Love said.

By forfeiting, Banning could face sanctions by the governing board of the Los Angeles City Section of the California Interscholastic Federation, Mr. Browning said.

■ **A coalition of businesses in Des Moines last month announced that it would limit the work hours of high-school-aged workers to ensure that they have more time for study.**

The Coalition of Student Employers agreed that its student employees generally will not work past 10 P.M. on school nights or more than 20 hours a week. Exceptions will be made for students supporting themselves or their families. Employers who allow students to work longer hours are being encouraged to talk with school officials and parents.

A study conducted last year by a Des Moines high-school principal found that 26 percent of the juniors and seniors at his high school worked at least one school night a week past 10 P.M. and that 3.5 percent worked 40-hour weeks. ■

DIMENSIONS

Responsible Teenagers

Teenagers are no less aware of the nation's problems than are adults, nor are they less eager to make sacrifices to solve them, a new national survey by the American Board of Family Practice suggests.

The survey was conducted for the board, a medical specialty group that represents family physicians, by J.C. Pollock Associates of Princeton, N.J.

Last spring, the researchers surveyed nationally representative samples of 1,050 adults and 400 youths ages 13 to 17.

They found that, like adults, large numbers of teenagers were worried about a deteriorating environment (78 percent), poor education (75 percent), crime (75 percent), AIDS (74 percent), and a possible economic depression (70 percent).

Responding to economic pressures on their parents, many teenagers said they would be willing to buy less recorded music (78 percent), get a part-time job (77 percent), do household work that usually is paid for (75 percent), buy fewer clothes (66 percent), and return some allowance or spending money (63 percent).

Unlike adults, the teenagers surveyed strongly agreed that in a two-parent home only one parent should work (84 percent versus 46 percent). Regarding divorce, 73 percent of the teenagers said children of divorce have more problems than their peers, but only 42 percent said that unhappy parents should stay together for the sake of their children.

Teenagers and adults also had similar views on the major problems facing youths today (see chart).

Biggest Problems Faced by Teenagers

	As viewed by	
Problem	Teenagers	Adults
Drinking alcohol and druken driving	79%	84%
Parental abuse	72%	67%
Suicide	71%	69%
Temptation to do drugs	66%	77%
Fear of pregnancy	64%	53%
Pressure to have sex	60%	62%

Source: American Board of Family Practice

UPDATE

■ **The Ohio Department of Education has accepted a revised and reduced version of the Cleveland public-school budget**, thus avoiding a court battle with the district over finances. *(See Education Week, Oct. 23, 1991.)*

State Superintendent of Public Instruction Ted Sanders and the Cleveland school board late last month agreed on a district budget for fiscal year 1992 that includes $11.6 million in spending cuts.

The superintendent, who must review the district's budget under the terms of a federal desegregation order, had threatened to go to court to force the district to adopt a "fiscally responsible" budget.

A spokesman for the state education department said that Cleveland still faces some financial problems in the 1993 fiscal year, but that district officials adopted a sound budget for this year after meeting privately with state officials.

■ **A circuit-court judge in Fairfax County, Va., has ruled that the Fairfax school board had the authority to freeze teachers' salaries to balance its budget.**

The Fairfax Education Association sued the board last spring, after board members decided not to give teachers the 3.8 percent longevity increases specified in their contract. The union unsuccessfully argued that by doing so the board was violating its own policy, state law, and the teachers' constitutional due-process rights. *(See Education Week, June 5, 1991.)*

Union leaders said they do not plan to appeal the decision.

■ **Delmis Donta, the eastern Kentucky superintendent who faced dismissal by the state following a misdemeanor misconduct charge, shocked state officials last week by asking for a continuance of his removal hearing and then resigning his post after a postponement was granted.** *(See Education Week, Oct. 2, 1991.)*

About 90 witnesses were on hand in the state capital of Frankfort to testify at Mr. Donta's hearing, and officials said reporters from across the state had almost filled a local hotel in anticipation of a marathon proceeding.

Instead, after asking for a delay—the first on the state's charges—Mr. Donta offered a 30-minute speech recalling his career and announced his resignation.

Last week, the Boyd County school board was awaiting the return of a board member to officially accept Mr. Donta's resignation. The state had already suspended the superintendent and appointed an interim head of the 4,100-student district.

Also last week, Mr. Donta was found guilty on the misconduct charge after he failed to appear for his fifth court date. A family spokesman said Mr. Donta was being treated as an outpatient at an Ohio hospital at the time of the trial.

He will be sentenced later on the misdemeanor, which carries a maximum penalty of 90 days in jail and a $250 fine.

■ **By selling a plot of land for $3 million, the financially troubled Mobile County, Ala., school system has postponed the shutdown of its schools that officials had predicted would occur last week.**

The state's largest district has been negotiating for two years to sell the 306-acre vacant lot located in an industrial area, said Gene Tysowsky, a district spokesman. The land was never meant to be a school site, officials said.

But proceeds from the sale, expected to close this month, will only carry the district through Dec. 1, and officials are still searching for a longer-term solution. State legislators, for example, are considering several tax proposals.

The school district was hit particularly hard by Gov. Guy Hunt's declaration of an across-the-board, $145-million cut in the state's education budget that went into effect Oct. 1. *(See Education Week, Oct. 16, 1991.)*

Four other districts—Chambers County, Marion County, Walker County, and Wilcox County—have also announced that budget woes may force them to shut their doors sometime before the end of the school year, said Harry Toothaker, a state department of education spokesman. ■

Corrections

An article in the Oct. 16 issue on a conference between U.S and Mexican educators incorrectly quoted Betsy Brand, the U.S. Education Department's assistant secretary for vocational and adult education, on who would pay for an adult-literacy project in Mexico. According to Ms. Brand, several border states plan to contribute funds to the program.

An article in the Oct. 23 issue on efforts to create national education standards and assessments incorrectly characterized efforts by the National Science Teachers Association. The "Scope, Sequence, and Coordination of Secondary School Science" project is separate from the N.S.T.A. task force formed in June 1990 to oversee the development of national standards for the teaching of precollege science.

The identifications of two people photographed for a story on research into Chicago school reforms were inadvertently switched in the Oct. 30 issue. Pictured in the photograph on the left was Donald Moore, executive director of Designs for Change; Michael Katz, a historian at the University of Pennsylvania, was in the photo on the right.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 11 · November 13, 1991

© 1991 Editorial Projects in Education / $2.50

Revisionists Take Aim at Gloomy View of Schools

Much More Progress Needed, Critics Assert

By Robert Rothman

Charging that school reformers' rhetoric has overstated the magnitude of the problems in American education, a number of analysts have launched a counterattack.

Citing a range of data—including graduation rates, college aspirations, and test scores—the revisionists contend that those who have asserted that schools are in desperate shape are wrong. In fact, they maintain, student performance is clearly on the upswing.

"The evidence overwhelmingly shows," states Gerald W. Bracey, the former director of research for the Cherry Creek, Colo., school district, in the October 1991 edition of the *Phi Delta Kappan*, "that *American schools have never achieved more than they currently achieve.* And some indicators show them performing better than ever."

Such pronouncements are stirring up strong responses, however, from many who argue that the revisionists' assessments miss the point and that policymakers and educators must continue to push hard to improve schools and student performance.

In addition to Mr. Bracey's article, the new optimistic view of student performance has surfaced in a number of places. They include:

- An essay in *Education Week* by the demographer Harold Hodgkinson, who asserts that rising scores on the Scholastic

Continued on Page 12

Photos by Photopress

There is a growing debate over what the workforce of the future will look like and what skills will be needed. And the debate may be forcing some to re-evaluate just how important education is to the nation's future economic growth.

Some Economists Challenging View That Schools Hurt Competitiveness

By Jonathan Weisman

Contrary to popular thinking, skills shortages among high-school graduates are not primarily to blame for the dwindling competitiveness of the American workforce, a growing number of scholars are arguing.

Indeed, the United States will not need huge numbers of highly skilled workers in the future unless substantial changes are made in government policies and corporate practices that have almost nothing to do with schools, these scholars assert.

This revisionist theory of the relationship between schools and economic productivity flies directly in the face of a national school-reform movement that has been based largely on the need to make the United States more competitive abroad.

Ever since *A Nation at Risk* proclaimed that a "rising tide of mediocrity . . . threatens our very future as a nation and as a people," it has been virtually taken as a given that improvements in the education system were needed to keep America's "slim competitive edge . . . in world markets."

Now, a new "think tank" war about

Continued on Page 14

Justices Weigh Allowing Prayers At Graduation

Lawyers Urge New Test For Church-State Cases

By Mark Walsh

WASHINGTON—The inclusion of prayer at a public-school graduation exercise is consistent with the nation's long tradition of invoking God's name during ceremonial events and should be upheld as constitutional, lawyers representing the Bush Adminstration and a Rhode Island school district told the U.S. Supreme Court last week.

In upholding that practice, the lawyers argued, the High Court should abandon a 20-year-old precedent and replace it with a new test for evaluating whether a state action violates the U.S. Constitution's ban on a government establishment of religion.

"We believe ourselves, as a people, to be one nation under God," Solicitor General Kenneth W. Starr said on behalf of the Adminstration during oral arguments Nov. 6 in *Lee* v. *Weisman* (Case No. 90-1014).

But the Justices, several of whom have expressed a desire to discard or alter the Court's existing precedent for evaluating cases involving the Establishment Clause of the First Amendment, appeared hesitant last week about the idea of allowing prayer at graduation ceremonies.

A lawyer representing a family in the Providence, R.I., district that objected to an invocation and benediction at a middle-school promotion ceremony urged the Court to retain its precedent governing church-state issues and to affirm rulings by two lower federal courts that such prayers violate the Constitution.

"The effect of including a prayer" during public-school graduation ceremonies, argued Sandra A. Blanding, a Warwick, R.I.,

Continued on Page 21

Photopress

From left, Daniel Weisman and his two daughters, Deborah and Merith, after the U.S. Supreme Court heard arguments on whether prayer should be allowed at graduation ceremonies.

Also in the news

4 **Heading for Orbit?**
Despite some doubters, a U.S. organization says it plans to send an American teacher to the Soviet space station Mir.

8 **Snap, Crackle, Spend**
The Kellogg Foundation awards $6.08 million to a Michigan effort to underwrite professional-development schools.

16 **The Voters Speak**
Missouri voters reject a proposal to provide an additional $385 million for public schools and colleges.

Recession Forces States To Turn Budget Ax On Programs To Support Children, Families

By Deborah L. Cohen

From psychiatric aid to a program that helps poor families buy school clothes, services that support children outside the classroom are being chipped away by the budget ax as states grapple with the impact of the recession, advocates say.

The cuts have come despite increasing levels of attention and rhetoric about children's issues from policymakers in recent months, and, experts contend, ample evidence that such programs can bolster students' performance in school.

Interviews with research and advocacy groups on children's issues in more than half the states revealed that services such as health care, foster care, welfare grants, and energy assistance were dealt harsh blows in the last budget cycle.

Analysts warn that the cutbacks could create new problems for the schools, which are already struggling with flat or reduced state education aid.

"The cuts are very unfortunate because they directly affect the living and environmental conditions of children who we expect to learn in our schools," said Cynthia G. Brown, director of the resource center on educational equity of the Council of Chief State School Officers. "It makes the jobs of the schools more difficult if we don't have these kinds of supporting services that help kids live in healthy and supportive family environments."

Observers also note, however, that the children's-services reductions reflect the "painful" choices confronting states in tight fiscal times. The cuts were not made indiscriminately, they argue, but were the product of competing pressures to balance state budgets, fund federal mandates, maintain core services for rising numbers of vulnerable children and families—and placate public resistance to new taxes.

Continued on Page 17

IN SUMMARY

Protecting Child Services
San Francisco voters have approved a city-charter amendment designed to protect children's programs from budget cuts and to generate additional money for such services. **Page 5.**

Satisfaction Guaranteed
Graduates of the Los Angeles Unified School District will leave high school equipped a "skills warranty" as well as a diploma, beginning in 1994, district officials have announced. **Page 5.**

Burning the Midnight Oil
New York City's Manhattan Comprehensive Night High School is believed to be the only academically accredited diploma-granting night high school in the nation. **Page 6.**

Getting a Head Start
More members of minority groups, particularly Hispanics, are taking Advanced Placement examinations than at any other time in the program's history, the College Board says in a new report. **Page 9.**

"Acting Up"
To draw attention to what they see as inadequate AIDS-education programs, members of a controversial coalition of AIDS activists are distributing condoms outside high schools. **Page 10.**

Apostle of Choice
President Bush met last week with 19 Roman Catholic education leaders, urging them to encourage support for his education-reform package, including private-school choice. **Page 20.**

Appointments	**25**
Capital Update	**20**
Colleges	**9**
Commentary	**22 and 32**
Deadlines	**24**
Early Years	**10**
Events	**24**
Federal File	**18**
Focus On: Students	**6**
Grants	**25**
Letters	**23**
Marketplace	**26**
Philanthropy	**8**
Publishing	**22**
State Journal	**16**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 11.

ACROSS THE NATION

NATIONAL

Experiential-Education Group Receives DeWitt-Wallace Grant

The DeWitt Wallace-Reader's Digest Fund has given a $1.66-million grant to the National Society for Internships and Experiential Education to further develop local service-learning programs for high-school students.

The organization, a coalition of groups committed to "learning through experience," will use the funds over five years to provide direct technical assistance to at least 500 high schools, most of them in urban areas; offer leadership training to at least 355 teachers and educators involved in service programs; and identify and disseminate the best service-learning models.

The 45 teachers and principals who are named DeWitt Wallace-Reader's Digest fellows will also receive training and minigrants under the program.

In service-learning programs, students complete needed tasks in their communities, and afterward write and talk about their activities.

■ **A total of 2,361,000 babies were born in the first seven months of this year, a decrease of 2 percent from the number reported for the first seven months of 1990,** according to data compiled by the National Center for Health Statistics.

During the same period, the birth rate declined from 16.6 live births per 1,000 population to 16.1 births, a drop of 3 percent. The fertility rate for the period—68.9 live births per 1,000 women ages 15 to 44—was also 3 percent lower than that of the comparable period in 1990, when the figure was 70.8 births.

The figures marked a slowdown in the number of births nationwide, which generally have increased steadily over the past five years.

Some demographers and economists have attributed the decrease to concerns about the lingering economic recession. ■

DISTRICTS

Judge Orders Hiring of More Nurses For District of Columbia Schools

A superior-court judge in the District of Columbia has held the city in contempt and given officials until February 1992 to provide at least 20 hours of nursing services per week in every public school.

Judge Ronald P. Wertheim last week ordered city officials to hire 29 more school nurses by the beginning of next semester. He set a three-week deadline for them to file a plan about how they intend to comply with that order.

The contempt citation stems from a 1989 lawsuit filed by the advocacy group Parents United for the D.C. Schools. The suit alleged that the city was not complying with the terms of a 1987 city law requiring nursing services in all public schools. A 1990 court order gave the city until the start of this school year to hire enough nurses.

STATES

New York State Moves To Recognize Sign Language as Second Language

Starting in 1993, students in New York State may be able to earn second-language credit by studying American Sign Language.

The state board of regents is expected to approve a change in regulations at its December meeting that would include American Sign Language in the same category as such foreign languages as Spanish and French.

Under the proposal, school districts would be allowed to offer American Sign Language for credit starting in 1993, although some sign-language classes may be available next school year as part of a pilot project, according to Jackie Bumbalo, a special-education staff member in the New York Department of Education.

A similar proposal was turned down in 1984, but Ms. Bumbalo said efforts by the state's deaf community helped convince educators that American Sign Language is, in fact, a distinct language, not merely a manual representation of English.

Ten states have passed legislation recognizing American Sign Language as a language.

■ **A national service organization launched a statewide volunteer initiative in Delaware last week, hoping to enlist every school in the state in a youth-service system.**

The American Institute for Public Service, in conjunction with business, education, and social-service groups in the state, will recruit students from kindergarten to college in an effort that organizers say they hope will serve as a national model.

The organization hopes to establish a youth-service coordinator in each school, who will work with area social-services agencies to provide volunteer opportunities to every child who wishes to participate.

Unlike service proposals being considered in Maryland and New Jersey, school and student participation in the Delaware plan is voluntary, with no monetary incentives for participation, according to Drew Hastings, the program's director. Participants will be awarded certificates graded according to the number of hours of service performed.

Mr. Hastings said that 10 schools and 1 social-service agency had agreed to participate as of last week, before the project was officially launched. Rhode Island has expressed interest in adopting the model, he added. ■

The Ultimate Time Capsule

Loel Barr

A canister no bigger than a school lunch box is bound for the future. It will journey into outer space preserving the thoughts, hopes, and dreams of students across the nation as depicted in their essays, drawings, poetry, and musical scores.

The capsule—dubbed SpaceArc (short for "space archives")—is a project of the Rochester (N.Y.) Museum & Science Center and of the Christopher Columbus Quincentenary Jubilee Commission.

Organizers say the capsule may carry as many as 5 million messages into Earth orbit.

Students in grades K-12 are being encouraged to record their works along with a photograph of themselves on "SpaceArchival forms," which the Educational Testing Service will then electronically scan and digitally store on optical disks to be carried in the capsule.

A private aerospace firm is scheduled to launch the project in 1992 or mid-1993.

The project's organizers are also inviting classes to design the capsule's exterior. The design, in a circle 12 inches in diameter, may include words and images in crayon, felt-tip marker, collage, computer graphics, or any other medium. Each entry must include a one-page explanation of the design's symbolism and message and must be submitted along with the class's completed archival forms by March 15.

To date, more than 30,000 students at all grade levels have taken part in the program, said Cheryl Loch of the museum. "One teacher used the form in conjunction with a children's theater to see what the children's reactions were about the first Moon landing," she said.

Ms. Loch noted that Voice of America has announced the contest in its broadcasts to a number of countries, including Nigeria, the Philippines, and the Soviet Ukraine, the last of which has some schoolchildren participating in the project.

A second SpaceArc capsule is scheduled to ride on board the World Space Foundation's solar sail as it travels to the Moon and Mars before attaining a solar orbit.

Additional information about SpaceArc is available from the Rochester Museum & Science Center, 657 East Ave., Box 1480, Rochester, N.Y. 14603-1480; telephone (716) 271-4320. —V.L.J.

WASHINGTON

Congress Clears Education Spending Bill for 1992

By Mark Pitsch

WASHINGTON—The Congress last week approved a $205-billion social-service spending bill for the fiscal year that began Oct. 1, but only in the Senate did the bill garner enough votes to override a threatened Presidential veto.

The measure, which includes $31.5 billion for Education Department programs, passed the House on a 272-to-156 vote, well short of the two-thirds majority needed to override a veto. In addition to 220 Democrats and one independent, 51 Republicans voted for the bill; 42 Democrats joined 114 Republicans in voting against.

In the Senate, the bill, HR 2707, passed by a 72-to-25 vote, winning five votes more than needed to override a veto.

President Bush has said he would veto the bill because it includes language that would bar the use of federal funds to enforce the so-called "gag rule," which forbids federally funded family-planning clinics to advise women of the option of abortion when they become pregnant.

In an effort to placate wavering lawmakers, Mr. Bush sent a memorandum outlining his position on the issue to Secretary of Health and Human Services Louis W. Sullivan a day before the House vote.

In the memo, the President stated that a woman being counseled at a federally funded clinic can be referred to a physician or clinic that performs abortions only if the woman "is found to be pregnant and to have a medical problem."

Override Seen Unlikely

The spending bill would only prevent implementation of the "gag rule" for one year. A separate bill that would overturn the rule permanently has already passed the Senate; some House members have vowed to bring a similar measure to the floor of that chamber.

An aide to Representative William H. Natcher, the Kentucky Democrat who chairs the House Appropriations Subcommittee on Labor, Health and Human Services, and Education, said that if the President vetoed the spending bill, its supporters would take a private head count to see if they had enough votes to override. If not, the aide said, the abortion-counseling provision would likely be dropped.

Last week's vote, the aide conceded, "didn't look particularly encouraging."

In addition to concern over the abortion-counseling provision, some opponents in the House and the Senate said they could not support the bill because it would delay spending of $4.2 billion until the last day of the 1992 fiscal year, effectively pushing the spending into the next fiscal year.

Only Senate backs measure with enough votes to override veto.

It is unclear how many members voted against the bill solely because they opposed the delayed funding, which could severely restrict the amount of money available for discretionary programs in fiscal 1993 if the budget agreement negotiated by the Congress and the White House last year is not revised.

The decision to delay the funding helped lawmakers trim the bill to fit the $59.3-billion allocation given to social-service programs by appropriators.

In their first sweep over the bill, House and Senate conferees exceeded the allocation by $814 million. After three weeks of negotiations, they settled on a combination of cuts in their tentative allocations and delayed spending that left discretionary education programs with about $1.7 billion more than they received in the fiscal year that ended Sept. 30.

The overall education figure of $31.5 billion is $4.4 billion more than in fiscal 1991, but much of the increase is attributable to changes in the accounting of the Guaranteed Student Loan program. *(See Education Week, Nov. 6, 1991.)*

Funding Levels Not the Issue

In debate over the bill in both the House and the Senate, virtually nothing was said about its education-funding levels. Instead, debate focused on the abortion-counseling issue and the delayed funding obligations.

In urging his colleagues to support the bill and reject President Bush's position, Representative John Porter, Republican of Illinois, said suspending the "gag rule" for one year would allow the Department of Health and Human Services time to draft better regulations governing the use of Title X family-planning funds.

President Bush's memorandum, Mr. Porter said, "does nothing. It's extralegal and has no effect."

Representative Steve Gunderson, Republican of Wisconsin, said that although he considers himself an opponent of abortion, he would vote for the bill because it contains funding for a number of vital programs.

"If my vote today is a choice between my district's needs and my political future, I cast my vote for my district's needs," he said.

And Representative Barbara Boxer, Democrat of California, said the gag rule, which was upheld by the U.S. Supreme Court earlier this year, represents an ominous precedent.

Budget in Brief

Education Department programs

Chapter 1	$6.7 billion
Special Education	$2.8 billion
Vocational and Adult Education	$1.4 billion
Impact Aid	$771 million
Chapter 2	$474 million
Research and Statistics	$263 million
Bilingual Education	$225 million
E.D. TOTAL	**$31.5 billion**

Related programs

Head Start	$2.2 billion
Child Care Block Grant	$825 million

"If the government can tell a physician what to say, then the government can tell a teacher what to say," she argued.

But others who voted against the bill said there were other avenues through which the House could attempt to overturn the rule.

Representative Barbara F. Vucanovich, Republican of Nevada, said inclusion of the provision in a popular spending bill was an attempt to squeeze votes out of anti-abortion legislators and "has caused these vital programs to be entangled in a heated and unnecessary debate."

Delayed Spending Criticized

Although the counseling issue provoked the veto threat, the inclusion of delayed obligations will have a longer-term effect on the educa-

Continued on Page 20

House Democrats Unveil Compromise Family-Leave Bill

By Julie A. Miller

WASHINGTON—Hoping to put together the two-thirds majority needed to override an expected veto, the House Democratic leadership last week signed on to a compromise family-leave bill that is somewhat more restrictive than the one approved by the Senate last month.

Even so, proponents were still not sure late last week whether their new proposal would draw enough support to overcome President Bush's opposition.

The Congress failed last year to override Mr. Bush's veto of legislation that would have forced employers with more than 50 workers to give employees up to 12 weeks of unpaid leave to care for a newborn or newly adopted child or sick family member, or in the case of a worker's own illness.

The legislation passed this year by the Senate already contained a number of significant modifications from last year's bill, including provisions that would allow employers to exempt the highest-paid 10 percent of their workforce, tighten eligibility for part-time workers, and ease financial sanctions for violations.

The key provisions were approved by a 65-to-32 vote. With the support of three absent senators who favor the bill, proponents would have enough votes to override a veto. *(See Education Week, Oct. 9, 1991.)*

But business groups remain opposed to mandatory leave, and proponents conceded last week that the Senate version of the bill would have to be further modified to win a two-thirds majority in the House.

Two House members last week told reporters that leading House Democrats would support their proposal for further changes that would phase-in the leave mandates and further restrict medical leave.

Further Restrictions

Backers of the compromise said substantial changes were needed to give House members political justification for shifting from their well-established opposition to the bill.

"The House isn't the Senate," said Representative Timothy J. Penny, Democrat of Minnesota. "The House really has a history on this issue. Members have staked out positions."

Mr. Penny noted that he was among those members who "felt earlier bills didn't adequately respond to legitimate concerns of the business community."

The proposal drafted by Mr. Penny and Representative John J. LaFalce, the New York Democrat who is chairman of the House Small Business Committee, would cover immediately only those employers with 100 or more workers. Coverage would be extended to firms with 50 or more employees in two years.

Two-thirds vote sought to turn back expected veto.

Provisions mandating 12 weeks of leave for birth or adoption would not become effective until 6 months after enactment, under the compromise. In addition, the time required for medical leave would be cut to 6 weeks, and would be effective 18 months after enactment.

The proposal would also tighten the definition of a "serious health condition" qualifying for mandated leave and provide that only a doctor could approve medical leave.

Mr. Penny and Mr. LaFalce acknowledged that their restrictions may go too far for some liberal representatives, but not far enough for some conservatives.

"When neither side is entirely happy with the compromise, you have probably struck the right balance," Mr. Penny said.

But House aides said last week that the leadership might withdraw support for the proposal if it fails to win enough additional votes. In that case, sponsors would offer a bill identical to the one approved by the Senate. A vote is expected this week.

Education groups have backed family-leave legislation since language was added last year giving schools more leeway to ensure that their schedules would not be disrupted.

FEDERAL FILE

Panel packing? ■ Deja vu ■ Veto bait?

Education Secretary Lamar Alexander has named five new members to an advisory panel on college accreditation just weeks before it is to make a recommendation on the use of diversity standards.

The five members, who replace panelists whose terms expired in September, have been characterized as conservatives who would be unlikely to support the diversity standard used by the Middle States Association of Colleges and Schools.

Mr. Alexander has criticized the idea of requiring diversity in faculty makeup and student enrollment as an accreditation standard and held up recognition of Middle States pending the panel's review.

One new member, Francis S. Guess, a Nashville business executive, served in Mr. Alexander's cabinet when he was Governor of Tennessee; another new member, James H. Daughdrill, president of Rhodes College in Memphis, is an acquaintance of the Secretary.

At a meeting with reporters last week, Mr. Alexander said he knew the views of only one of the appointees on the diversity-standards issue, and that he had never even met two of them.

"If I were going to stack the panel," he said, "I would have done a better job than that."

■

Senator Bob Kerrey of Nebraska, a Democratic candidate for President, last week sketched a proposal to reorganize the federal government that includes abolishing the Education Department, an idea that has not been raised since President Reagan's unsuccessful attempt.

In a speech at the National Press Club, Mr. Kerrey proposed reducing the number of Cabinet agencies to seven, as well as cutting 75 percent of all Congressional committees and 30 percent of Congressional staff.

A similar proposal to consolidate executive agencies, which would also retract education's Cabinet status, has been made by Representative Leon Panetta, the California Democrat who chairs the House Budget Committee.

■

Representative William D. Ford, the Michigan Democrat who chairs the House Education and Labor Committee, also spoke at the press club last week, contending that he is not trying to fashion an expensive higher-education bill that President Bush will be forced to veto just before the 1992 election, as some observers have speculated.

The President has threatened to veto a pending House bill because it would establish a Pell Grant entitlement and a direct-loan program.

"I'm going to negotiate all I can with them to see if there's any acceptable middle ground. Right now there is none," Mr. Ford said. —M.P. & J.M.

Novello Calls for End to Liquor Ads Targeting Youths

By Ellen Flax

WASHINGTON—Firing a new salvo in her campaign against underage drinking, Surgeon General Antonia C. Novello last week called on beer, wine, and liquor companies to eliminate advertisements that she said specifically target the young.

In a strongly worded attack, Dr. Novello accused the alcohol industry of using print and television advertisements that feature cartoon-like characters, make lifestyle or sexual appeals, use sports figures, and show risky activities to entice young people into drinking.

"These ads have youth believing that, instead of getting up early, exercising, going to school, playing a sport, or learning to be a team player, all they have to do to fit in is learn to drink the right alcoholic beverage," she said.

"I call upon the industry to voluntarily give up the irresponsible ads once and for all," she continued. "If they want to—it can be done. This can be accomplished by each manufacturer simply refusing to use these kinds of ads."

Part of campaign to reduce underage drinking.

Responding to survey data showing that 8 million students drink weekly, Dr. Novello has made the reduction of alcohol consumption by teenagers a priority in her administration. Reports released by the surgeon general earlier this year found that youths have wide access to alcohol and that many students have little knowledge about what they are drinking. *(See Education Week, June 19, 1991.)*

At her press conference last week, Dr. Novello cited a number of highly popular advertisements that are mainstays in the industry's estimated $2-billion-a-year promotional budget. Some of her targets included an advertisement made for St. Ides Malt Liquor featuring the rap star Ice Cube, and Budweiser's cartoon-like character "Bud Man."

Although she did not propose a federal ban on television advertisements for alcohol products similar to one imposed on cigarettes, Dr. Novello said she might consider further action if the alcohol industry does not comply with her request.

She added that she would meet with 14 industry leaders next month to discuss the issue.

Industry Rejects Charges

Alcohol-industry spokesmen denied that their advertisements targeted youths and said they were unlikely to make any changes in their promotional campaigns based on Dr. Novello's remarks.

"The liquor industry strongly opposes the consumption of its products by those under the age of 21," said F.A. Meister, president of the Distilled Spirits Council of the United States. "For this reason, our voluntary 'Code of Good Practice' on advertising contains guidelines that prohibit liquor advertising to minors."

Liquor companies also said they would reject guidelines that would clearly state what sort of information or situation could or could not be included in an advertisement.

"Just pulling advertising isn't going to do anything," said James Sanders, president of the Beer Institute. "Who is to say which ones appeal to young people and which one appeals to older people?"

At the press conference, Dr. Novello also released a report by the inspector general of the Department of Health and Human Services, which found that federal regulations do not specifically prohibit youth-oriented alcohol advertisements, and that regulations and industry-approved standards have not deterred advertisers from using promotional materials that attract underage drinkers.

Federal jurisdiction in the area is fragmented among several agencies, making enforcement of regulations difficult, the report found.

PEACH PASSION
PEACH PASSION

AP/Wide World

Surgeon General Antonia C. Novello holds some of the beverages that a new report claims are excessively targeted at young people.

Bush Urges Catholic Educators To Back Reform Package

By Mark Walsh

WASHINGTON—President Bush met last week with 19 Roman Catholic education leaders, urging them to encourage support for his education-reform package.

The President and the Catholic officials apparently were much more in tune on their support for private-school choice than they have been since Mr. Bush took office.

"It was an extremely positive meeting," said Sister Catherine T. McNamee, president of the National Catholic Educational Association, the principal professional organization for Catholic educators.

"We did not have to force our agenda, if you will," she added. "We had quite a discussion about parental choice and parents' right to choose."

Sister McNamee said President Bush and other top Administration officials urged the Catholic leaders to lobby members of the Congress to support parental-choice provisions of the President's America 2000 education plan.

Catholic leaders have lobbied the President since 1989 to include religious and other private schools in the debate over school choice. The leaders have generally been satisfied with the way President Bush's views have evolved over that time, in that he now strongly advocates the inclusion of private schools in choice plans.

"We have seen quite a change in the public attitudes" on choice in part because of the President's support, Sister McNamee said.

Also present at the Nov. 5 session at the White House were Secretary of Education Lamar Alexander, White House Chief of Staff John Sununu, and Roger B. Porter, Mr. Bush's top domestic-policy adviser.

The meeting came about after the President was invited to address the National Congress on Catholic Schools, a major conference on the future of Catholic education that began here last week. Mr. Bush could not attend the session, but he agreed to meet with a delegation of Catholic school administrators and corporate supporters.

"This fits into the President's commitment on choice," said Leigh Ann Metzger, an aide to Mr. Bush in the White House office of public liaison. "The Catholic community is one of our strongest allies there."

Among the participants at the meeting were several other top officials of N.C.E.A.; Peter M. Flanigan, a managing director of Dillon, Read & Company in New York City and a major donor to Catholic schools there; William Flynn, chairman of Mutual of America; Sister Mary Ann Eckhoff, superintendent of education for the Archdiocese of St. Louis; and Sister Mary Frances Taymans, assistant superintendent of schools for the Archdiocese of Washington.

CAPITAL UPDATE

Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.

Legislative Action

Civil Rights
S 1745

The House last week approved a bill that would make it easier for workers to sue their employers for job bias. President Bush has said he will sign the bill, which was cleared by the Senate on Oct. 30.

Civil Rights Commission
HR 3350

The House last week voted to reauthorize the U.S. Commission on Civil Rights, clearing the bill for the President.

FY 1992 Education Budget
HR 2707

The House and Senate last week approved a fiscal 1992 spending bill for the Departments of Labor, Health and Human Services, and Education. The vote in the House was not large enough to override an expected veto by President Bush.

Impact Aid
S 1848

The House on Nov. 1 approved legislation to restore the Education Department's authority to make preliminary payments to districts entitled to impact aid, clearing it for the President's signature.

Lead Testing
HR 2840

The House Energy and Commerce Subcommittee last week approved a measure that would require that schools and day-care centers be tested for lead paint and lead in their water, and other measures to reduce childhood lead exposure.

School Finance
Hearing

The House Subcommittee on Elementary, Secondary, and Vocational Education last week held a hearing on school finance in preparation for developing a comprehensive education-reform bill.

Education Department

Emotionally Disturbed Students
Final Rules

Final rules for a new grant program funding projects for children with serious emotional disturbances were published in the Nov. 4 *Federal Register*.

Pell Grants
Final Rules

Final rules implementing changes in the Pell Grant program were published in the Nov. 6 *Federal Register*.

CAPITAL DIGEST

Panel Holds Hearing On School Finance

Only the federal government can eliminate funding disparities among school districts, school-finance experts and education advocates told a House panel last week.

But witnesses at a hearing on school finance held by the Subcommittee on Elementary, Secondary, and Vocational education said such a program would probably cost too much to win approval.

Kern Alexander, a professor at Virginia Polytechnic Institute, called for legislation that would declare education a "fundamental right," and require states to do likewise as a prerequisite for funding.

"By failing to address its responsibility to fund a reasonable share of the nation's educational costs, the federal government implicitly condones and even provides impetus for inequitable funding of public schools at the elementary and secondary levels," Mr. Alexander said.

But Vincent Munley, associate professor of economics at Lehigh University in Bethlehem, Pa., said that drafting rules to ensure "equity" among school districts is "a complicated and formidable task."

He noted that incentives would have to be great to spur states to redistribute school funding, and that withholding funding under current federal programs would hurt disadvantaged students the most.

The hearing was the first in a series planned in preparation for the drafting of a comprehensive education bill.

■ **Secretary of Education Lamar Alexander said last week that the compromise civil-rights bill President Bush is expected to sign soon would not necessarily prevent employers from demanding educational credentials of potential employees.**

Mr. Alexander had cited that concern in opposing an earlier version of the legislation.

The bill would require employers to prove that a hiring or promotion practice that adversely affects minorities or women is "job-related for the position in question and consistent with business necessity."

Mr. Alexander and other Administration officials had argued that earlier versions of the legislation would undermine education-reform efforts and send "the wrong message" to students about the importance of doing well in school. The only major change made to the relevant provision was to leave it to the courts to define "business necessity."

"Our initial instinct is that employers still may be able to ask prospective employees whether they have learned something," Mr. Alexander said last week. "We never took the position that you could require a high-school diploma for someone who intends to remain a janitor."

Congress Clears Education Spending Bill for 1992

Continued from Page 18

tion, health, and labor programs funded by the bill, lawmakers said.

Representatives Dan Burton, Republican of Indiana, and Timothy J. Penny, Democrat of Minnesota, threatened to force a roll-call vote on every delayed-spending item, but they later relented.

Mr. Natcher and others acknowledged that the use of delayed obligations would make it difficult for appropriators to work within next year's spending caps. But the Kentucky Democrat pointed out that President Bush, in his budget request, called for $8.7 billion in delays across 7 of the 13 funding bills.

"This is one time you can't blame the Congress of the United States," Mr. Natcher said.

The recently passed Defense Department spending bill, observed Representative Leon E. Panetta, Democrat of California and chairman of the House Budget Committee, included $3.3 billion in delayed spending and no member had objected to it.

Brief Debate in Senate

On the Senate side, debate was much more subdued and lasted only 30 minutes. The only senator to speak in opposition to the bill, Pete V. Domenici, Republican of New Mexico, said the bill's supporters "want to prejudice next year's [budget] cycle" by including the funding delays.

Many lawmakers have begun calling for revision of the Budget Enforcement Act of 1990, which set spending caps for domestic, international, and defense accounts.

But the aide to Mr. Natcher said the inclusion of delayed obligations in HR 2707 was not an attempt to force a revision.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 12 · November 20, 1991

© 1991 Editorial Projects in Education

$2.50

'Worthy Wages' For Child-Care Workers Urged

N.A.E.Y.C. Board To Join Campaign

By Deborah L. Cohen

DENVER—The governing board of the National Association for the Education of Young Children last week unanimously agreed to join a coalition of its members in backing a five-year campaign to support and encourage efforts by child-care workers across the country to secure better wages and benefits.

The board's action, taken at the N.A.E.Y.C.'s annual conference here, followed three days of discussions and demonstrations led by the campaign's organizers, a small but vocal group that has been urging the organization to take a more aggressive stand on the salary issue.

Echoing concerns raised by child-care professionals across the country, these advocates have become increasingly frustrated by working conditions that they say are forcing child-care teachers to live "on the edge of poverty" and jeopardizing the quality of early-childhood programs.

Many also argue that poor pay for child-care workers undermines the goal set by President Bush and the nation's governors to ensure that all children enter school ready to learn.

"It's ironic that at a time when there is more consensus than ever in the field about

Continued on Page 16

Chris Stewart

From left, Lauro F. Cavazos, William J. Bennett, Charlayne Hunter-Gault of the MacNeil/Lehrer NewsHour, Terrel H. Bell, and Shirley M. Hufstedler before an unprecedented panel discussion among the four former education secretaries.

Four Former Secretaries Each Put Own Spin on What Ails Schools

By Julie A. Miller

SAN FRANCISCO—The four former secretaries of education who met here for an unprecedented panel discussion earlier this month may have occupied the same office, but they took from it divergent views on what ails the U.S. education system.

While the four agreed that the nation must focus more of its attention on education, they could concur on little else.

The speakers, who spoke on Nov. 8 at a meeting organized by the College Board as part of a conference, are the only four to have held the secretary's post, other than the current secretary, Lamar Alexander, since the U.S. Education Department was created in May 1980.

Shirley M. Hufstedler, the first education secretary and the only one to hold the post in a Democratic administration, argued that the most significant problems facing the nation's schools are poor districts' lack of resources, disadvantaged children who arrive at school malnourished and unprepared, and low salaries

Continued on Page 27

Plans Readied for National Exams To Begin in 1993

Standards Project Set In 17 States, 6 Districts

By Robert Rothman

ITASCA, ILL.—A group of leading educators, business leaders, and policymakers, representing schools that educate half the nation's schoolchildren, met here last week to begin planning for a national examination system that could begin as early as 1993.

The closely watched, privately funded effort, known as the New Standards Project, was launched early this year by the National Center on Education and the Economy and the Learning Research and Development Center at the University of Pittsburgh.

But Lauren B. Resnick, director of the L.R.D.C., said the project really got under way last week at this Chicago suburb, when its governing board—consisting of representatives from each of the 17 states and 6 city school districts that are participating in the project—convened for the first time.

"In a real sense, the project begins here," she said.

The board members agreed to plan for developing the first examinations in mathematics and language arts for the 4th, and possibly the 8th grades, by the 1993-94 school year.

But while project officials had originally

Continued on Page 21

Effort To Cut Back D.C.'s Bureaucracy Proves Nettlesome

By Lynn Olson

WASHINGTON—Last summer, the new superintendent of the District of Columbia public schools reassigned 4 assistant superintendents and 14 other non-instructional employees to provide direct services to students, primarily as principals and assistant principals.

But, three months into the school year, only one of those administrators has shown up at her new post.

"None of them are there," Superintendent Franklin L. Smith said in a recent interview. "All of them—with the exception of Dr. Connie Clark—are on sick leave."

"I guess I have to anticipate that they will show up at their posts," he added, "but I'm not optimistic."

Although all of the administrators continue to draw salaries, they are, in essence, on strike: apparently refusing to participate in a much-vaunted effort to trim the size of the system's bureaucracy and shift its focus to the schools.

The incident marks one more setback in a

Continued on Page 18

N.E.A. Charges Former Researcher With Speaking Out of Turn

By Ann Bradley

Gerald W. Bracey, a senior policy analyst for the National Education Association, was asked to resign recently because he repeatedly expressed his private opinions in a manner that suggested he was speaking for the union, top officials of the N.E.A. said last week.

In the past few weeks, for example, Mr. Bracey has been quoted as an N.E.A. policy analyst in stories or columns in *The Washington Post*, USA *Today*, and *Education Week* that have questioned the prevailing view that American schools are failing.

Mr. Bracey, who joined the N.E.A. in August, was asked on Nov. 7 by his supervisors in the education-policy and professional-practice unit—the union's internal "think tank"—to resign or be fired.

Don Cameron, the union's executive director, said Mr. Bracey had been "acting as an independent voice on behalf of the N.E.A. without going through the channels everybody else has to go through."

"The president is the spokesperson for this organization," Mr. Cameron added.

Continued on Page 17

Benjamin Tice Smith

Gerald W. Bracey, a former policy analyst with the N.E.A., in front of the union's headquarters in Washington.

Also in the news

5 **Rife With Errors**
Texas delays adopting new U.S. history books by leading publishers after more than 230 factual errors are found.

13 **Counting on 'Magic'**
Experts say the basketball legend can be a powerful spokesman to young people on the prevention of AIDS.

25 **No Retreat, No Surrender**
Republicans and Democrats appear poised for battle in the Congress over education-reform legislation.

IN SUMMARY

Getting Wired
The cable-television industry is mounting a concerted effort to wire the nation's schools to make its programs more widely available to educators.
Page 4.

Wholly Dissatisfied
Disenchanted with or opposed to whole-language approaches to teaching reading, educators at eight Houston elementary schools have returned to the traditional phonics-based approach. **Page 5.**

Where They Adore the Core
The first elementary school in the nation to embrace E.D. Hirsch Jr.'s "core knowledge" curriculum has been well received in its Florida community.
Page 6.

Chicago Impasse
Negotiators for the Chicago Teachers Union and the city's board of education continued to meet late last week in an effort to avoid a teachers' strike that was to begin Nov. 18. **Page 8.**

An Eye on Performance
More than half of the nation's school districts have partnerships with parent, business, and civic groups, most of them focusing on improved academic performance, a new study says. **Page 15.**

Looking to the Future
Educators must focus more on high-school graduates' entry into the workforce or postsecondary education, state education commissioners agreed last week.
Page 22.

Mississippi Learning
Lawyers for the Bush Administration and black plaintiffs told the Supreme Court last week that Mississippi must do more to desegregate its higher-education system. **Page 25.**

Capital Update	**26**
Commentary	**28 and 36**
Events	**31**
Focus On: Curriculum	**6**
In the Press	**28**
Letters	**29**
Marketplace	**32**
State Journal	**22**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subecriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 12.

ACROSS THE NATION

NATIONAL

PTA Survey Finds Few Americans Are Aware of National Goals

More than three-quarters of American parents are totally unaware of the six national education goals adopted last year by President Bush and the National Governors' Association, a survey released last week shows.

The telephone survey, sponsored by the National PTA and the Chrysler Corporation and commissioned by *Newsweek* magazine, polled 792 parents of school-age children in the continental United States in May and June. The results appear in an advertising supplement to the magazine's Nov. 18 edition.

The results showed that just 24 percent of those surveyed said they were aware of the goals, and only 7 percent could correctly recall without prompting even one of the goals, the report said.

Moreover, many parents did not believe that the goals for the year 2000 were attainable, the poll found. The only goal that a majority—62 percent—of parents said was attainable was that students will leave grades 4, 8, and 12 having passed tests showing competency in such subjects as English, mathematics, and science.

The goal that parents expressed the least faith in was that of making every school free of drugs and violence. Just 4 percent of parents thought that was attainable.

School financing appears to be a murky issue for some parents. When asked who currently pays the greatest part of the budget for the local public schools, 14 percent said they had no idea.

But 46 percent of parents wanted to see more funding for schools, and 61 percent said they were willing to pay more taxes, regardless of their income level, to improve public schools, the survey found.

■ **While growing numbers of companies are stepping up their efforts to help employees balance "the dual stresses of work and home life," more than 75 percent of the largest firms have not advanced beyond child-care referral services or flexible spending accounts to help parents manage child-care costs,** a new survey shows.

With funding from the Ford Foundation, the Families and Work Institute, a New York-based research organization, surveyed the largest Fortune 1,000 companies in 30 industry areas to determine "the response from corporate America to the work-family needs of individuals and companies." The results are included in a 437-page reference guide that draws on more than 30 research projects assessing work and family needs and policies.

Besides describing the stages of development firms typically undertake when developing family policies, the guide offers an index to assess companies' "family-friendliness"; a comparative analysis of 188 companies and charts, by industry, detailing their family policies; a review of work-family research; and a list of 76 exemplary programs and policies.

The four companies ranked highest on the group's "family-friendly index" are Johnson & Johnson, the International Business Machines Corporation, Aetna Life & Casualty Company, and Corning Inc., all of which offer services ranging from on-site child care to job sharing.

Factors cited in the guide as contributing to successful family policies include good overall economic health or a perceived threat to that health, a high level of expertise in defining employee needs and managing programs, long-term strategic thinking and planning, and well-respected "employee champions" of family policies.

Copies of "The Corporate Reference Guide to Work-Family Programs" are available for $179 each for hardcover and $149 for softcover, with a 10 percent discount for nonprofit groups. Write the Families and Work Institute, 330 Seventh Ave., New York, N.Y. 10001 ■

STATES

Most Md. Districts Fall Short of State's Standards

Student achievement in Maryland schools is improving slowly, but academic and social performances still meet only 5 of 13 standards adopted in 1990, according to a report released by the state last week.

The second annual Maryland School Performance Program Report showed that the percentage of 11th graders who passed a statewide reading test had reached the cutoff for an excellent rating last year. Promotion rates in grades 1 to 6 had also attained that level. In addition, the percentage of 11th graders passing a writing test and passing all tests, as well as the school-attendence rates in grades 1 to 6, was satisfactory.

But 11th graders' performance in mathematics and citizenship, attendence rates in grades 7 to 12, and dropout rates in grades 9 to 12 all failed to reach a satisfactory rating. Moreover, first-time test takers from grades 9 and 10 failed to reach satisfactory passing rates in all academic categories.

Scores for first-time test takers improved slightly over last year in reading, math, and citizenship, but declined in writing, from 88.4 percent passing to 83.2 percent passing.

The measurements were adopted in 1990 as part of a statewide education-reform package. This year, for the first time, the report includes performance data on each of Maryland's 24 school districts.

■ **Teachers in West Virginia have filed a lawsuit against the state Public Employees Insurance Agency, claiming breach of contract.**

The suit, filed this month in federal court, argues that members of the West Virginia Federation of Teachers should not be forced to pay health-insurance premiums and co-payments that employers previously covered.

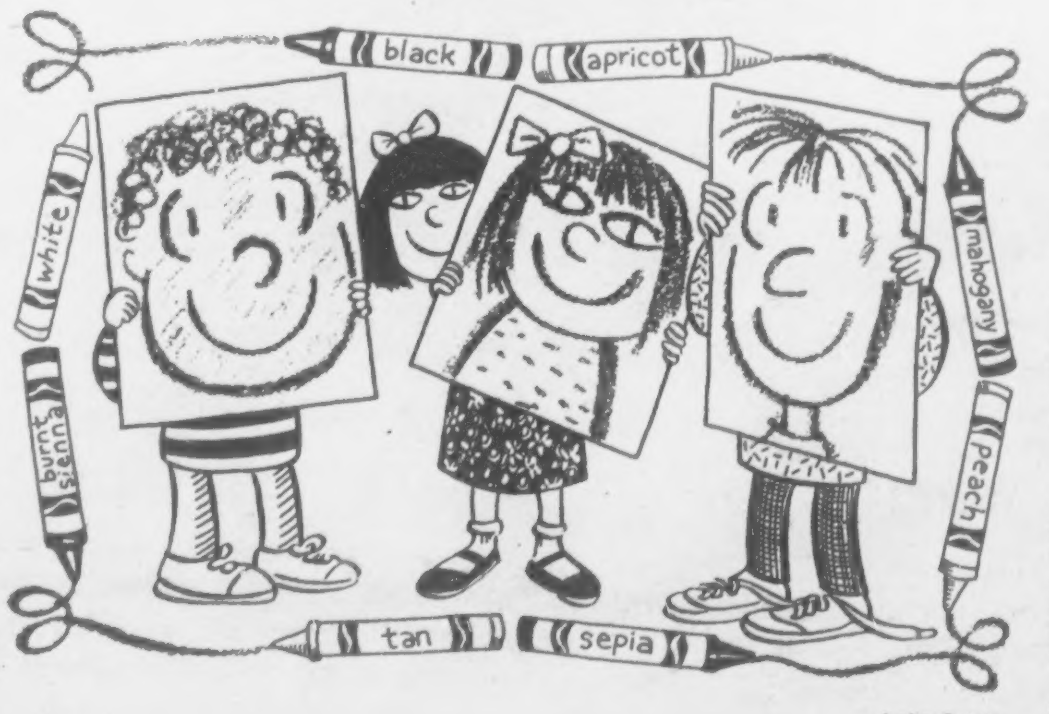
Under a new benefit plan, which took effect in January, some teachers will pay more in health-insurance costs than they received in salary increases this year, said Steve Angel, a staff representative for the union, which represents about 3,700 teachers.

Teachers received $1,000 raises, he said, while some will pay as much as $1,300 for health insurance.

The suit also claims that the P.E.I.A. was illegally constituted and that the state legislature abdicated its responsibilities to the state agency.

While denying the allegations, Sally Richardson, director of the P.E.I.A., said she did not want to comment on specifics. ■

Color Me Right



Leila Cabib

Multicultural education enters the world of school art with the introduction of the "Skin Tones of the World" crayon collection.

The assortment of sepia, apricot, tan, burnt sienna, peach, mahogany, black, and white is the result of an unusual collaboration between a school-supply company and the Binney & Smith Company, the makers of Crayola crayons.

"We found that teachers are asking for skin-tone colors," said Margaret Blumenauer, educational-product manager for Chaselle Inc., a Columbia, Md.-based school-supply company that specializes in multicultural products.

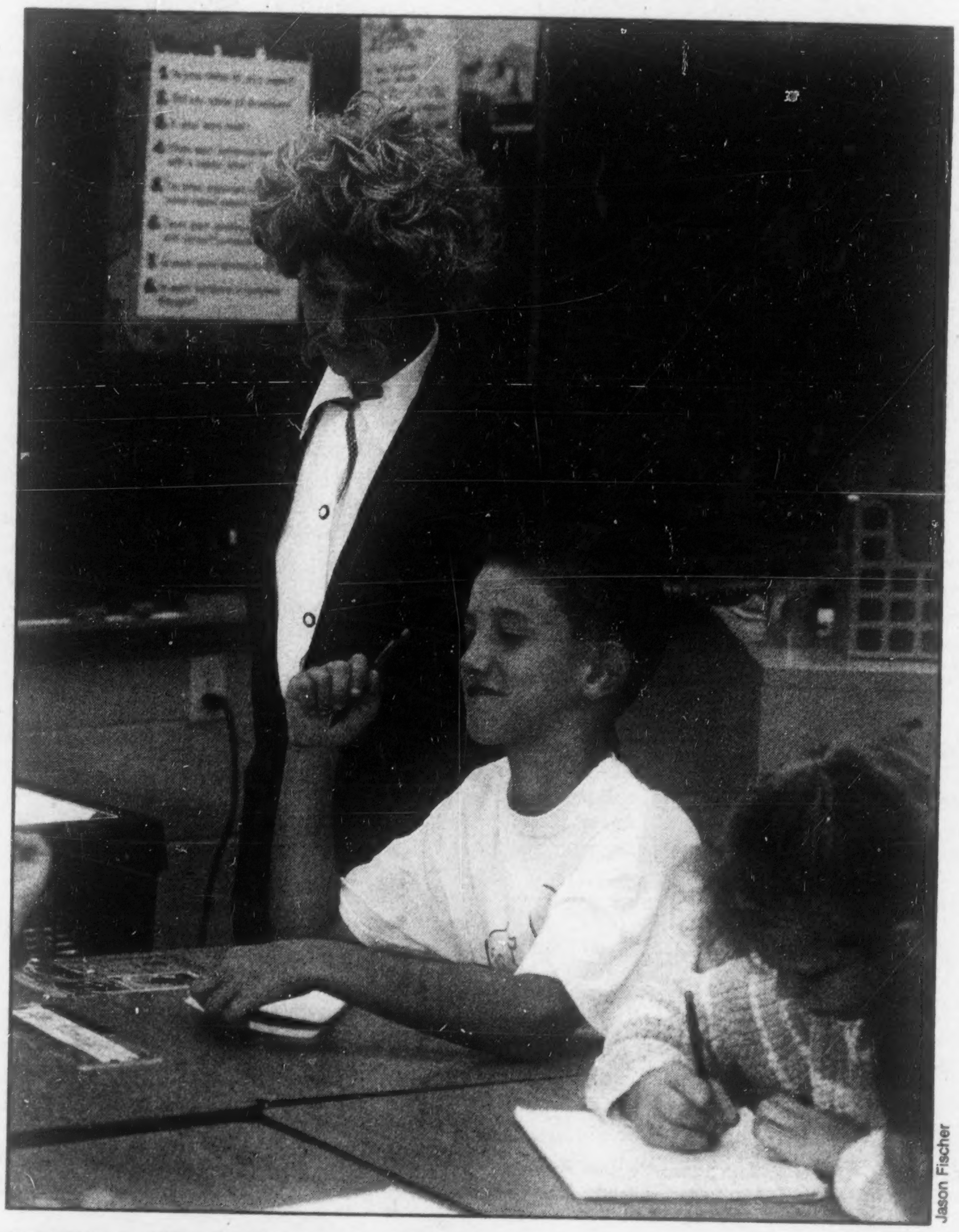
Realizing the product's potential, the company consulted early-childhood educators and multicultural research and ultimately persuaded the Crayola manufacturer to let it test market the collection.

Except for black and white, the pigments originally were available only in the company's 64-color crayon set. The eight-crayon set, more popular with teachers because of its lower cost, contains only primary and secondary colors, making it impossible to produce subtle skin-tone shades.

The group of new hues was introduced during the convention of the National Association for the Education of Young Children in Denver this month. The new colors—available in regular size or jumbo size for smaller fingers—were warmly received, Ms. Blumenauer said.

"Multiculturalism is a hot topic," she noted. "We saw a need for minority children to see themselves in their school work, even in the crayons they use, so they feel accepted and part of a group."

While the "Skin Tones" collection is not now available through retailers, sets may be ordered by calling 1 (800) 242-7355. —S.K.G.



Jason Fischer

Dressed as the author Mark Twain, April Santarelli, a 5th-grade teacher at Three Oaks Elementary School in Fort Myers, Fla., has her students question her about 19th-century America in preparation for readings from *Tom Sawyer*.

and language-arts classes, the 4th- and 5th-grade students will form a forensics unit in their science class. They will study fingerprinting and chromatography and then use those skills to find out who "stole" a turkey from the school cafeteria.

A recent visitor to the school encountered a 5th-grade teacher dressed as Mark Twain in preparation for readings later that week from *Tom Sawyer*. And, in art class that day, 3rd-grade students made copper-foil medallions illustrating Norse gods and characters from the Norse myths they had learned in their other classes.

"Core knowledge is in all our subjects anyway," says Joanne Anderson, a 2nd-grade teacher. "We're just working different information into the subject areas."

"The key word," says Kathy Holzborn, the school's primary specialist, "is specificity."

The county-prescribed curriculum, in contrast, requires teaching a broad set of skills rather than specific information. Students were required to study "Native American peoples," for example, rather than specific tribes.

Paradoxically, the teachers say, the new "specificity" freed them to teach about subjects not normally included in their county-approved textbooks.

"Before, I would not have taught about the Russian and French revolutions and the Reformation," says Jenni Jones, a 5th-grade teacher at the school, "but I probably would've gotten off on a tangent and talked about them anyway and then felt guilty because I was not on task."

"This makes it legal," she says.

At Three Oaks, "core knowledge" topics take up about half of the school curriculum. While much of that information was already being taught at Three Oaks, some of the new curriculum departs radically from the way those subjects were taught previously. In social studies, students as early as kindergarten are now introduced to historical information. In the past, that time was spent teaching them about their families, neighborhoods, and communities.

"I think we really sell our children short," Ms. Jones, the principal, says. "Children want to learn this information because they regard it as grown-up information."

And, while children may know little more than names and stories in the early grades, their depths of understanding of the topics are expected to grow as they move through school.

"I know that a lot of people think of 'core knowledge' as 'Trivial Pursuit,' " Ms. Anderson says. "But my 2nd graders can discuss the Shakespeare quote, 'All the world's a stage . . .' and really get into it."

'Sticks to My Mind'

Anecdotally, the educators say they saw some signs of success almost immediately.

One boy, for example, developed a passion for learning about ancient Egypt after he was introduced to the subject in his 2nd-grade class. He checked out every book in the library on ancient Egypt and chose the topic as the theme for his birthday party.

Teachers say another boy, a 5th grader, checked out a book on poetry from the library this year. Then he showed his teacher how the book included the "witches poem" from *Macbeth*—verses he had been introduced to in his class the previous year.

And students became fans of "Jeopardy," the television quiz show.

"In this school, I would know something, and it sticks to my mind," says John Paul McLean, a 5th grader who moved to the school district this year.

"In my other schools," he continues, "I would learn something and it would leave."

By the end of the school year, Ms. Jones, the principal, says, school officials had seen a "slight improvement" in children's test scores. Pupil attendance rates increased monthly, and the school experienced an 84 percent decline in school suspensions.

"Our children are so actively involved and enjoyed what they were learning so much more, their need to disrupt decreased dramatically," she says.

What is difficult to determine is how much of those improvements were due to the "core knowledge" curriculum and how much were due to the stimulation of becoming involved in an experimental undertaking, says Janet Emig, a Rutgers University researcher who visited the school last year.

"The question is, three or four years from now, how will they be faring?" Ms. Emig told the *Council Chronicle*, a publication of the National Council of Teachers of English. No formal studies are being done on the Three Oaks program.

Educators at Three Oaks say, however, that their preliminary success is a direct result of "core knowledge."

"It's only been the last couple of months," Ms. Holzborn says, "when we got to the point where somebody said, 'Hey, we're doing something revolutionary here.' " ■

---

basis. It also allowed us to measure the speed with which they could execute very basic processes, like how quickly they could retrieve a fact from memory or how quickly they could use a counting process to solve a problem.

Q. **And your findings were?**

A. What we found was that the Chinese 1st graders and the American 1st-grade kids were using the same types of strategies to solve addition problems.

They were either remembering the answer, counting to solve the problem, or decomposing [the problem into more simple problems].

The types of strategies we saw were the same, but the developmental maturity of the mix was different.

And so we saw much more direct retrieval, and a greater use of decomposition when they couldn't remember the answer, in the Chinese kids than in the American kids.

The Chinese kids, in fact, showed a strategy mix that we typically don't see until 4th or 5th grade in American kids.

Q. **In your paper, you note that counting was the primary strategy used by the American students. What is the significance of this?**

A. It's developmentally less sophisticated.

Q. **What are the implications of this study for American educators, who often are encouraged to emphasize process over rote memorization?**

A. It was very clear from our studies that the Chinese kids not only knew more, but they had a better conceptual understanding of arithmetic and numbers sets . . . than American kids, who were being directly taught the concepts.

You certainly don't want to make any major changes based on the one study or a few studies.

But I really suspect, not only from this study, but from other research we've done, that with mathematics you really can't skip the basics.

I think I understand the rationale in trying to get to the conceptual sorts of things. But I think to really understand mathematics at any level, you really need to practice. ■

DIMENSIONS

Arts Offerings in Secondary Schools

The variety of topics offered in secondary-school arts programs has expanded dramatically over the past three decades, a survey by the National Arts Education Research Center at the University of Illinois has found.

Compared with 1962, the survey found that the number of schools offering instruction in metal and jewelry has tripled, the number offering ceramics has increased fourfold, and the number offering sculpture has risen more than 13 times.

The Offerings in Art

Subject	Junior High School 1962	Middle School 1989	Secondary School	
			1962	1989
Drawing	98.5%	100.0%	91.3%	100.0%
Ceramics	25.4%	74.7%	18.5%	88.9%
Metal/Jewelry	16.9%	18.6%	15.2%	46.3%
Sculpture	12.3%	70.1%	6.5%	87.0%
Weaving	7.7%	49.4%	9.8%	39.8%

Source: National Arts Education Research Center

NOV
27
1991

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 13 · November 27, 1991

© 1991 Editorial Projects in Education / $2.50

Students Are 'Coming Back Home' To Historically Black Universities

By Mark Pitsch

When Donielle Smith attended high school in Cerritos, Calif., a few years ago, most of her classmates were Asian.

As a senior at the largely black Xavier University of Louisiana in New Orleans, the black sociology major said she feels more comfortable.

"With a 4 percent black population [in high school], you kind of got lost," Ms. Smith said recently. "I needed to gain my identity, my heritage."

Ms. Smith's story is not unique—every other black student in her graduating class also enrolled at a historically black college or university, or H.B.C.U., she said.

Indeed, Ms. Smith and her classmates illustrate what is happening on the campuses of predominantly black institutions of higher education. Largely because of their desires to study in a nonthreatening environment and to explore their culture and history—but for numerous other reasons as well—more and more blacks have been enrolling in black colleges and universities in recent years.

The United Negro College Fund will soon release the results of a survey showing that enrollment at its 41 member schools, which are part of a larger group of H.B.C.U.'s, has increased by 19 percent over all since 1983. Estimated total enrollment at these schools pushed past 50,000 for the first time this academic year, the report will say.

According to the National Association for Equal Opportunity in Higher Educa-

Continued on Page 16

Spelman College

Enrollment at historically black colleges grew more than 16 percent from 1986 to 1990. At Spelman College, above, enrollment has jumped from 1,447 in 1981 to 1,904 this year.

School-Building Inventory Finds 1 in 8 Inadequate

Study Says Energy Costs Diverting Needed Funds

By Peter Schmidt

One in eight public-school buildings in the United States provides a poor physical environment for learning, according to the most extensive survey on the state of school facilities conducted in nearly 30 years.

The survey of superintendents in more than 15,000 school districts nationwide, conducted by American Association of School Administrators and released last week, found that nearly 5 million students attend classes in public schools that are inadequate due to old age, overcrowding, or flaws in their structures or mechanical systems.

Much of the money needed for maintaining and improving facilities, meanwhile, is being diverted to pay energy costs, the study says.

"Too many of our school buildings are on the critical list," Richard Miller, the executive director of the A.A.S.A., said in a statement.

"We as a nation cannot live with this condition, because it seriously impairs the learning environment for millions of our young people," Mr. Miller said.

For school facility planners, administrators, and architects gathered for a national conference outside Atlanta last week, the consensus was that the A.A.S.A. report was accurate and that the education-reform movement has largely ignored the need to upgrade school buildings.

New educational programs have been placed in antiquated facilities that hinder their implementation, and most schools are physically ill-equipped to meet the national education goals adopted last year, several

Continued on Page 13

Report Urges State Colleges To Upgrade Training of Teachers

By Karen Diegmueller

State colleges and universities should return to their roots and take decisive steps to reinvigorate their teacher-training programs, the American Association of State Colleges and Universities advocates in a report scheduled for release this week.

Nearly nine months in the making, the report urges the presidents of the association's more than 375 institutions to exert their leadership to ensure that teacher training receives the attention and resources it needs to become an active participant in the education-reform movement.

In outlining a five-point action agenda, "Teach America," which was to be released in San Antonio at AASCU's annual meeting, the group also seeks to elevate the status of teacher education and to improve its quality.

AASCU's report is seen as particularly noteworthy given the fact that member institutions are responsible for training more than half the nation's teachers.

While some colleges of education have begun to take steps to improve their teacher-training programs, many teacher educators maintain that their reform efforts have often been stymied.

They note that schools of education often occupy the lowest rung on the campus sta-

Continued on Page 15

Budget Concerns Spur Lawmakers To Reconsider Choice Law in Mass.

By Karen Diegmueller

Massachusetts lawmakers are reconsidering the funding formula for their state's school-choice law amid mounting evidence that the recently implemented measure is inflicting severe harm on some districts' already beleaguered budgets.

Preliminary data also suggest that the law is overwhelmingly benefiting children of white, middle-class parents, many of whom had been paying to send their children to out-of-district schools before the choice law was passed.

For now, legislators appear to have decided only to provide some relief to communities that are losing students and big chunks of state aid to other school districts. The legislature's joint education committee this month recommended that $2.1 million be appropriated, but rejected a proposal to overhaul the law. Instead, the panel created a committee to study the measure.

Even so, dissatisfaction appears to be widespread with a law that critics say was hastily passed and flawed. That sentiment is shared by officials in receiving districts, which have gained financially from the law.

The latest stab at assuaging the financial pain of the sending districts represents approximately half the money they are expected to lose in state aid.

The sponsor of the aid proposal, Senator Arthur E. Chase, a Republican from Worcester, initially sought a $4.1-million appropriation, which would have been

Continued on Page 19

Oakland Scrambles To Make Do Without Rejected Textbooks

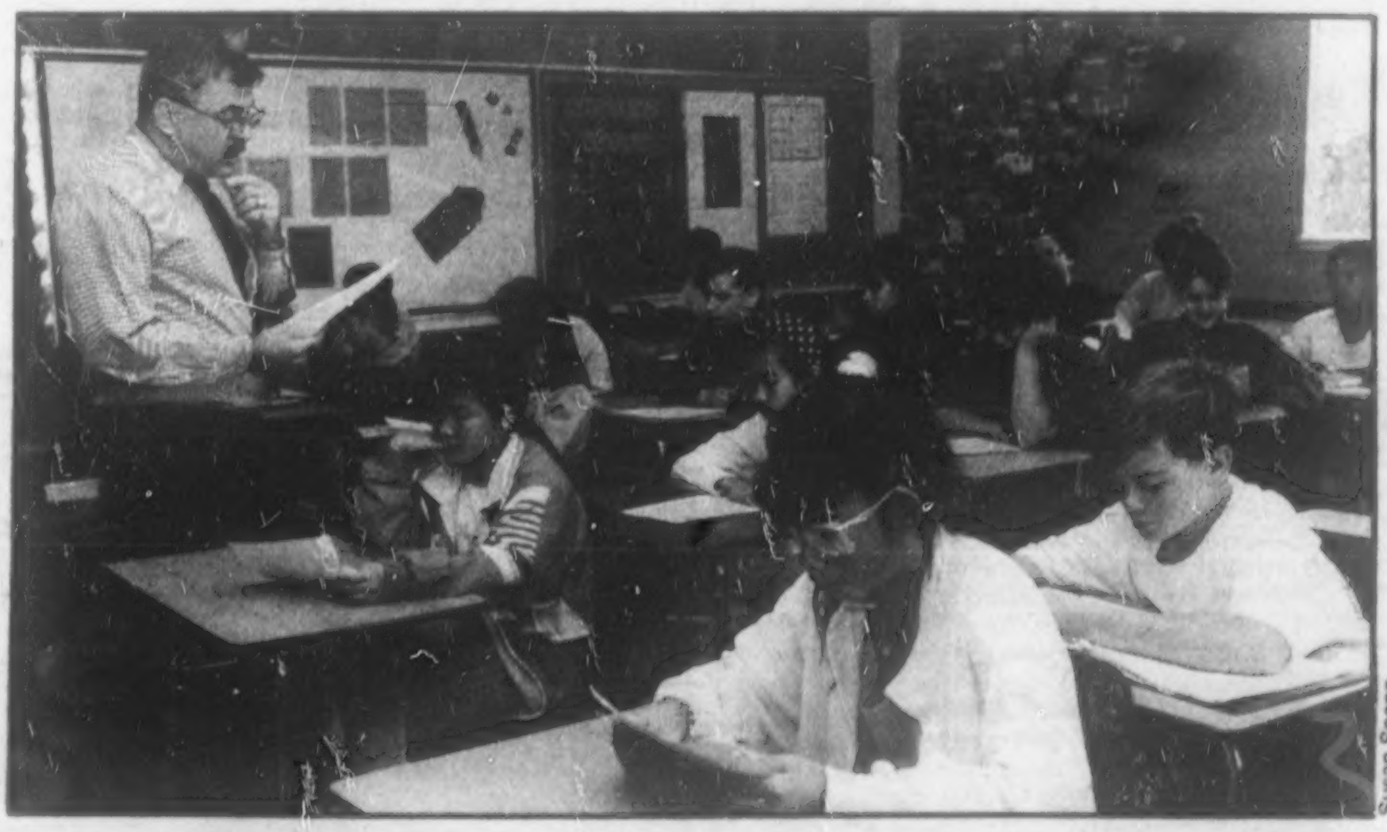
By Debra Viadero

When the Oakland, Calif., school board voted last spring to reject a set of social-studies textbooks sanctioned by the state of California, most members probably knew they were taking a "road less traveled."

Now, as the district scrambles to pull together lessons and supplementary materials for tens of thousands of 4th, 5th, and 7th graders who more than three months into the school year still have no formal textbooks, community groups and educators are learning just how rocky that road can be.

Students in those grades are using old texts—widely considered inferior to the new books—together with hastily developed lessons and worksheets their teachers have photocopied for them. And educators and community groups are hurrying to create new lessons to help the students keep up

Continued on Page 15


Susan Spann

As a result of the Oakland school board's rejection of state-approved textbooks, students in Jack Sheehan's history class must use alternative materials.

Also in the news

5 **Homelessness**
Although they face educational disadvantages, nearly all homeless children are enrolled in school, a new report says.

IN SUMMARY

Families in Trouble
Despite their "heroic" efforts to form close ties, most Americans believe that families in this country are in deep trouble, a national survey suggests.
Page 4.

A New Moral Order?
Social theorists of diverse political views last week released a platform advocating a new moral order emphasizing families and communities.
Page 5.

Buying Time
The Public Broadcasting Service is inviting educational programmers to consider using the increased broadcasting capacity of its new satellite to reach schools nationwide. **Page 8.**

Staving Off a Strike
Teachers in Los Angeles voted last week to give their negotiating team more time to try to stave off a proposed pay cut for teachers, rather than striking next week.
Page 9.

More Pay, New Schools
Roman Catholic educational leaders have endorsed better pay and benefits for teachers and the construction of new schools despite steep enrollment declines.
Page 12.

Dancing Over Duke
Teachers' unions in Louisiana, which united to oppose the campaign of David E. Duke for governor, expressed joy last week at his resounding defeat.
Page 17.

Reconsidering Film Decision
California educators will reconsider a decision not to distribute a documentary on an alleged genocide campaign against Armenians 70 years ago.
Page 18.

Commentary	**23 and 32**
Deadlines	**26**
Federal File	**20**
Focus On: Research	**6**
Letters	**24**
Marketplace	**27**
State Journal	**17**
Technology	**8**
Testing	**10**

EDUCATION WEEK (**ISSN 0277-4232**) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 13.

ACROSS THE NATION

STATES

Counselors Have Duty To Warn Of Suicide Threats, Court Rules

School counselors have a duty to inform parents when they have knowledge that a child has made suicidal statements, Maryland's highest court has ruled.

In an Oct. 29 opinion, the Maryland Court of Appeals said school counselors in Montgomery County may have breached a common-law duty when they failed to inform the parents of a 13-year-old middle-school student that the child had threatened suicide in 1988.

The pupil told friends that she intended to kill herself. Her friends reported the threat to a school counselor, but the girl denied making it when two counselors questioned her. The girl later died in an apparent murder-suicide pact with a student from another school.

The girl's father sued the Montgomery County school district, alleging negligence on the part of the school counselors for failing to inform him of his daughter's suicide threat.

A state trial court dismissed the suit on a summary judgment, but the state's high court reinstated it.

"Considering the growth of this tragic social problem," the court said, "we hold that school counselors have a duty to use reasonable means to attempt to prevent a suicide when they are on notice of a child or adolescent student's suicidal intent."

■ **The U.S. Justice Department has appealed a federal district court ruling that upheld the Virginia Military Institute's males-only admissions policy.**

The department is asking the U.S. Court of Appeals for the Fourth Circuit in Richmond, Va., to overturn a decision made by U.S. District Judge Jackson L. Kiser last June. Judge Kiser upheld the all-males policy on the grounds that it diversified the state's higher-education system.

In its appeal, the federal government argues that the V.M.I. admissions policy "violates the equal-protection guarantee of the Fourth Amendment by excluding women from obtaining a benefit available to men." Such discrimination should not be allowed at a state-supported institution, it says.

The Justice Department sued the Lexington, Va., school in 1989 after receiving a complaint from a woman who unsuccessfully sought admission to the school.

■ **A local grand jury has indicted three employees of South Carolina Educational Television for allegedly stealing electronic equipment and improperly obtaining service contracts.**

The indictments, handed down this month by the Richland County grand jury, charge that the men either stole electronic equipment that should have been installed in the state's public schools or that they improperly obtained contracts for their own benefit.

The grand jury indicted James David Anderson Jr. for allegedly stealing equipment valued at more than 10,000 between 1981 and 1988; Thomas Edward Bailey for allegedly stealing more than $25,000 in equipment during the same period; and Fred Smith for allegedly using his influence with the network to secure contracts worth several thousand dollars for T&G Electronics, a company that he owns.

The theft charges carry maximum penalties of 10 years in jail and a $10,000 fine. The misdemeanor charge leveled against Mr. Smith is punishable by 90 days in jail and a $1,000 fine.

County Solicitor Dick Harpootlian said the men were expected to be arraigned on the charges late last week.

Kathy Gardner-Jones, a spokesman for the educational-television network, said that the men have been suspended from their jobs and that the network is "participating fully with the investigation."

■ **A Virginia-based dairy cooperative convicted this fall of conspiring to rig bids on school milk contracts in the state has been fined $1.1 million.**

U.S. District Judge John A. MacKenzie set the fine against Marva Maid Dairy this month after rejecting the government's request for a $2.8 million fine, double the amount the government contends was lost to the schools as a result of the conspiracy.

The government contended that the firm had conspired with Pet Inc. to divide the school milk business for several Virginia school districts. Pet pleaded guilty to the charges and was fined $750,000. A jury convicted Marva Maid in September on a bid-rigging charge and two counts of mail fraud.

Marva Maid, which represents more than 1,300 dairy farmers in five mid-Atlantic states, and four other dairies also face a civil suit brought by Virginia's Attorney General, Mary Sue Terry, on behalf of 35 districts in the state.

The federal charges against Marva Maid grew out of a U.S. Justice Department investigation of dairies in at least 16 states. More than 50 companies and executives have been charged as a result. ■

DISTRICTS

Boston Archdiocese To Close 5 Schools, Study Consolidations

Cardinal Bernard Law of Boston has announced the closing of at least five Catholic high schools and the possible merger or closing of several elementary schools.

The announcement came with the release of a two-year-long strategic planning study for the archdiocesan schools, which, like many others nationwide, have seen falling enrollments and rising costs in recent years.

Closing in June will be St. Gregory's in Dorchester, Cardinal Cushing Central in South Boston, Mission High in Roxbury, Girls Catholic in Malden, and Sacred Heart in Weymouth.

Because of declining enrollments, fewer than 500 students will be affected by the high-school closings, said Sister Mary Jude Waters, the head of the planning committee that conducted the study.

A sixth high school, St. Columbkille in Brighton, will be closed unless it can be merged with Trinity High School or another school, the archdiocese said.

Several elementary schools in Charlestown and Dorchester will be considered f

Election Elective

VOTE
VOTE
ELECT

Peter Steiner

Adults in Minneapolis may have a new role model when it comes to encouraging high voter turnout—their children.

As part of "Youth Vote '91," Minneapolis students ages 12-18 were allowed to cast ballots for school-board candidates and to vote on their own separate questions during the Nov. 5 general election. While a mere 5.6 percent of adults went to the polls, more than 40 percent of the city's public-school students took advantage of the rare opportunity to fulfill their civic duties.

"It was a real accomplishment," said David Johnson, a high-school senior who was one of the vote's organizers. "We're very happy about the turnout."

In addition to casting nonbinding ballots for school-board candidates, the youths voted on an array of issues, ranging from student participation in teacher evaluations to lowering the voting age.

The most hotly contested question turned out to be one that asked if the city's current desegregation policies should be replaced by "color blind" enrollment. Students answered "yes" by a margin of only 177 votes out of 5,799 cast on the question.

By larger margins, the young voters also said students should participate in performance evaluations of teachers and administrators; approved the concept of a "culturally diverse" school curriculum; and urged the city's public agencies to provide paid internships for students.

Student-vote organizers selected the ballot questions after meeting with youths all over the city.

Colleen Walker of the Minneapolis Youth Coordinating Board, a sponsor of the effort, said she hopes youth ballots will be offered in all future Minneapolis elections.

"This definitely makes the case that young people are very capable of making decisions and feel strongly about playing a larger part in the community," she said.

The students clearly agree with Walker: Seventy-three percent voted to lower the voting age to 16.

—D.G.

consolidation, Sister Waters said. The two Charlestown schools—St. Francis and St. Catherine—would be run under a new "interparish" model with all three parishes in the area funding the school's operation.

Although three of the high schools to be closed are in areas with large minority populations, Sister Walters denied that the church is abandoning its mission to the needy, as some critics have charged.

"We're not abandoning [our commitment], but strenthening it and trying to ensure we can stay there," she said.

■ **Schools Chancellor Joseph A. Fernandez of New York City has added five more city high schools to the list of those subject to unannounced, twice-weekly metal-detector searches.**

The move brings to 21 the number of high schools in which some students are scanned with hand-held metal detectors as they enter school, the chancellor's press secretary, James Vlasto, said. Officials will increase the number of searches per day from three to four schools.

But the addition of schools has not been accompanied by more funds, Mr. Vlasto said, so the size of the unarmed security-guard teams that perform the searches will be scaled back from 40 to 30 persons.

The searches, which began in November 1988 at five schools, have been turning up weapons, but mostly non-firearms, he said. Eleven firearms were confiscated last year, he said.

"The results are very encouraging," Mr. Vlasto said.

The number of violent incidents inside New York schools has also been dropping in recent years, he said.

■ **The Dayton, Ohio, public schools will install metal detectors and begin a system of student identification cards to combat the spread of weapons and drug use in the city's junior and senior high schools.**

Approximately 6,000 students will be affected by the security measures, enacted in partnership with the Dayton City Police force, which promises to work in close cooperation with the schools to ensure "quality of instruction."

Portable walk-through detectors for the city's five high schools and handheld detectors for the seven middle schools are now available to be used as needed.

The guidelines also call for color-coded identification cards for all high-school students and more consistent enforcement of the policy prohibiting the carrying of electronic devices, such as beepers. The measures are expected to cost the district approximately $50,000.

While the school system has not experienced widespread drug or weapons problems, the potential for disruption from outside influences has increased the need for stricter policies, said James A. Williams, the superintendent of schools.

■ **A group of high-school students in Prince George's County last week broke windows and stole merchandise from a shopping mall during a demonstration against cuts in education funding in the county.**

As many as 200 students from Bowie High School, had left classes and were marching on city hall to protest the cuts when the violence broke out, officials said.

Two students were suspended in connection with the incident, and the school has promised to make restitution for the lost goods.

Elsewhere, students walked out of classes, picketed, and conducted a "sleep-in" protest at a high school one night.

The students were protesting $15.7 million in cuts the school board made from its $574-million budget the week before due to falling state and county revenue. ■

UPDATE

■ **Five Minneapolis-area school districts have approved a plan to develop an unusual public-education facility in a giant new shopping mall.**

The school districts last month individually approved an agreement for jointly operating the proposed school at the Mall of America, a 4.2-million-square-foot shopping center under construction in Bloomington, a Twin Cities suburb. *(See Education Week, Oct. 9, 1991.)*

The education facility would eventually offer services from preschool through adult education for the mall's estimated 10,000 employees.

"We have set up a governance plan," said Sue Hankner, the consultant to the districts that have formed the Metropolitan Learning Alliance. The participating districts are Minneapolis, St. Paul, Bloomington, Richfield, and St. Louis Park.

The facility is scheduled to offer its first services by the time the mall is scheduled to open, in August 1992.

■ **Delmis Donta, the former superintendent of the Boyd County public schools in eastern Kentucky, has been fined $250 after being convicted of a misdemeanor official-misconduct charge for signing a false class-size report.**

But the veteran educator, who failed to appear at his trial, has maintained his innocence and his lawyer has said that Mr. Donta will appeal the judgment.

A district court judge also ordered Mr. Donta to pay court costs, which were estimated at $2,850 for the three times jurors were called to court but sent home when the former superintendent asked for postponements due to medical reasons.

Mr. Donta resigned as head of the district on the eve of a state school-board hearing aimed at ousting him from office. *(See Education Week, Oct. 2, 1991.)*

Mr. Donta still has a challenge before the Kentucky Court of Appeals, seeking to dismiss the charges, which were based on school law that had been declared unconstitutional. The state supreme court abolished the state's school statutes in a school-finance case. The action led lawmakers to adopt the state's landmark 1990 school-reform law.

■ **Another Kentucky superintendent charged with mismanagement and targeted by state officials under the school-reform law has attempted to sidestep the ouster by resigning his post.**

One day later, however, Robert Shepherd was rehired by the same district as its technology coordinator.

Mr. Shepherd and the five members of the Harlan County School Board face charges brought by state Education Commissioner Thomas C. Boysen aimed at removing them from office. Saying the charges had destroyed his credibility, Mr. Shepherd resigned his post, which paid $70,807, on Nov. 13. The next day, he was appointed to the technology post, which pays $54,000. The district's acting superintendent bypassed two other applicants in offering Mr. Shepherd the job. *(See Education Week, Nov. 20, 1991.)*

In the post, Mr. Shepherd, a former science teacher, will lead a committee that will draft a five-year technology plan and will consult with technology suppliers, orient teachers, and study other districts' efforts. He told reporters that while he has no specific training in education technology, he has a "general working knowledge" of computers.

The other two applicants are high-school computer instructors in the district.

Officials said Mr. Shepherd's contract provided for his return to his previous job as an assistant superintendent in the eastern Kentucky district. The former superintendent needs three more years of service before he qualifies for benefits under the state's retirement plan.

■ **The Mobile, Ala., school district has received a $4-million bailout package that officials hope will allow the schools to remain open through the end of the school year.**

The Mobile County Commission and City Council have approved a financial package that will help the district meet an estimated $600,000-per-month shortfall caused by an across-the-board, $145-million cut in the state's education budget ordered by Gov. Guy Hunt. *(See Education Week, Oct. 16, 1991.)*

The county commissioners pledged $2.05 million, while the city council authorized a $2.1-million payment. The county funds include $1.5 million previously earmarked for school capital improvements and funds cut from a paramedic program. The city has yet to determine where it will make cuts to fund its share of the bailout, officials said.

The county also asked the district to publish a semiannual finance report and to install a new computer system.

Gene Tysowsky, a district spokesman, said the funds, coupled with the recent sale of some unused land for $3 million, should ensure a completed school year, barring further state cuts or natural disasters.

■ **The families of 14 students killed in a school-bus crash in Mission, Tex., in 1989 have filed suit charging that the district was remiss in not buying buses with emergency exits and by failing to train students and drivers in emergency evacuation procedures.**

A total of 21 senior and junior high students were killed in the crash on Sept. 21, 1989, when a soft-drink delivery truck smashed into the bus and sent it plunging into a ravine.

It was one of the worst school-bus accidents in U.S. history. *(See Education Week, Sept. 27, 1989.)*

The driver of the truck still awaits trial on 21 counts of involuntary manslaughter.

The parents received millions of dollars in an out-of-court settlement with the Valley Coca-Cola Bottling Company, the driver's employer. *(See Education Week, March 7, 1990.)* ■

DIMENSIONS

Free To Be Me

Unlike their parents at their age, most high-school students today feel more at ease at school than at home, a recent survey by Louis Harris and Associates suggests.

The telephone survey of 500 parents and an equal number of students, conducted for the Jostens School Products Group last summer, found that only 2 of 10 students said they found it "easiest to be yourself" at home; nearly 4 in 10 of their parents said they had felt most at ease at home during their high-school years.

Similarly, 36 percent of today's students reported feeling most at ease during school, compared with 27 percent of the parents. Students also said extracurricular activities were a comfortable environment for them (27 percent), much more so than parents during their high-school days (14 percent).

Where Parents and Students Feel It Is "Easiest to Be Yourself"

	Parents	Students
At home	37	22
At work	5	3
During school	27	36
At school during extra curricular activities	14	27
At church	4	4
Outside school with friends/socializing	5	4
Everywhere/ all of the above	3	1
Other place	1	1
Not sure	5	2

Source: Louis Harris and Associates

The pollsters say the figures represent a "dramatic shift" in attitudes between the generations. They reported that, in responses to other questions, today's students said they felt much greater pressure to "fit in," both at school and elsewhere, which may contribute to the shift in attitudes. Today's students likely face increased pressure to conform to standards of behavior set by peers and a less-relaxed home environment caused by the rise of single-family and dual-income families, the pollsters said.

MILESTONES

■ **Robert G. Porter**, the secretary-treasurer of the American Federation of Teachers, died last week following heart surgery. He was 64.

Mr. Porter, who had held the position since 1963, had planned to retire next year. *(See Education Week, Oct. 9, 1991.)*

During his time at the union, its membership grew from 50,000 to 780,000. In recent years, Mr. Porter worked closely with the professional-employees department of the A.F.L.-C.I.O. in an effort to organize more professionals.

He was a member of the A.F.L.-C.I.O.'s operating committee on political education, a delegate to the union's conventions and to Democratic national conventions, and a member of the A.F.T.'s defense committee, established to protect teachers' academic freedom.

Albert Shanker, the president of the A.F.T., said in a statement that Mr. Porter's death was "not only a loss to the A.F.T., but to the trade-union movement in this country."

Correction

An article in the Nov. 20 issue on a campaign to increase wages for child-care workers incorrectly stated the number of such workers unionized in the Dearborn, Mich., public schools in June. The correct number is 50.

ADVERTISEMENT

The Learning Society: Controlled Panic

By Bernard R. Gifford, Ph.D.
Vice President, Education
Apple Computer, Inc.

I lost a good buddy to AIDS last year. He'd been a colleague at the University of California, a distinguished statistician, and a great cook. He was the kind of friend whose good-natured ribbing and pointed challenges bring out the best in you. I also lost a wonderful graduate student to AIDS.

Like many others in education, I've long been concerned about AIDS and AIDS policy in the abstract. And my brother William, a psychologist and AIDS counselor, has heightened my awareness of the suffering this disease has brought to millions of people with AIDS and their families. But the loss of these two friends really brought home to me the epidemic's devastating impact, and the urgent importance of AIDS education. For many Americans, old and young, the stunning news that basketball star Magic Johnson is infected with the AIDS virus has apparently had the same effect.

And so I decided to look into how technology is being used in AIDS education. My first call was to Bill Lord at ABC Interactive. The former executive producer of "ABC World News Tonight" and "Nightline," Lord has combined high-powered television journalism with multimedia technology to bring the facts about AIDS to kids in a way that grabs their attention.

While preparing to visit Lord and his colleagues, I realized how little most of us know about adolescents and HIV, the AIDS virus. How widespread is HIV infection among teens? How safe are our kids?

So I called on Dr. Donna Futterman, medical director of the Adolescent AIDS Program at New York's Montefiore Medical Center. She's an unusual woman. Meeting her, you're struck instantly by an affecting earnestness and by something in her eye that can only be called a twinkle. I asked her what educators need to know about adolescents and AIDS.

"Tell them that the epidemic is real among teenagers," she answered without hesitation. "Young people, ages 13 to 21, represent 1 percent of all the AIDS cases diagnosed in this nation. But that figure underestimates the problem, because the average time from HIV infection to the development of AIDS is 10 years. So we have to look at people in their twenties who have AIDS—many of them were infected as adolescents. And they represent *20 percent* of AIDS cases."

One in five AIDS patients may have been infected during their teenage years! That figure alarmed me—and Dr. Futterman was not comforting. "I've heard AIDS educators say that they want to set off controlled panic," she said. "And looking at the data on teen pregnancy and sexually transmitted disease, you can understand why. Adolescents all over this country are having unprotected sex. And they're doing it in the midst of a deadly epidemic."

"So why aren't our kids taking care of themselves?"

"Let me ask a different question," Dr. Futterman replied. "Where are they supposed to get a clear message about protecting themselves?

"It's incredibly frustrating," she continued. "Condoms have a major impact on lowering the transmission rate of HIV. In other parts of the world, there aren't enough surgeons' gloves, let alone condoms. We're lucky in this country—we have a way to prevent HIV transmission. But for the most part, we can't use our most powerful tools—radio and television and print media—to get that message to teenagers, and to create a culture in which kids who are sexually active think it's cool to use condoms."

Her beeper went off—and Dr. Futterman said she could spare two more minutes. "What else can I tell you?"

"This time I'll turn the question around," I said. "What else do I need to know?"

"We need help from the schools," she said, "so we can reach the kids who need us most. About half of the adolescents in our clinical program come in when their immune systems are already seriously compromised. We could do a lot more for them if we could reach them sooner.

"We need help in reaching the kids at highest risk—males who have sex with other males, whether they think of themselves as gay, bisexual, or straight. We have to talk to them in a way that is realistic and supportive. We have to let gay teenagers know that there is someone in school they can talk to.

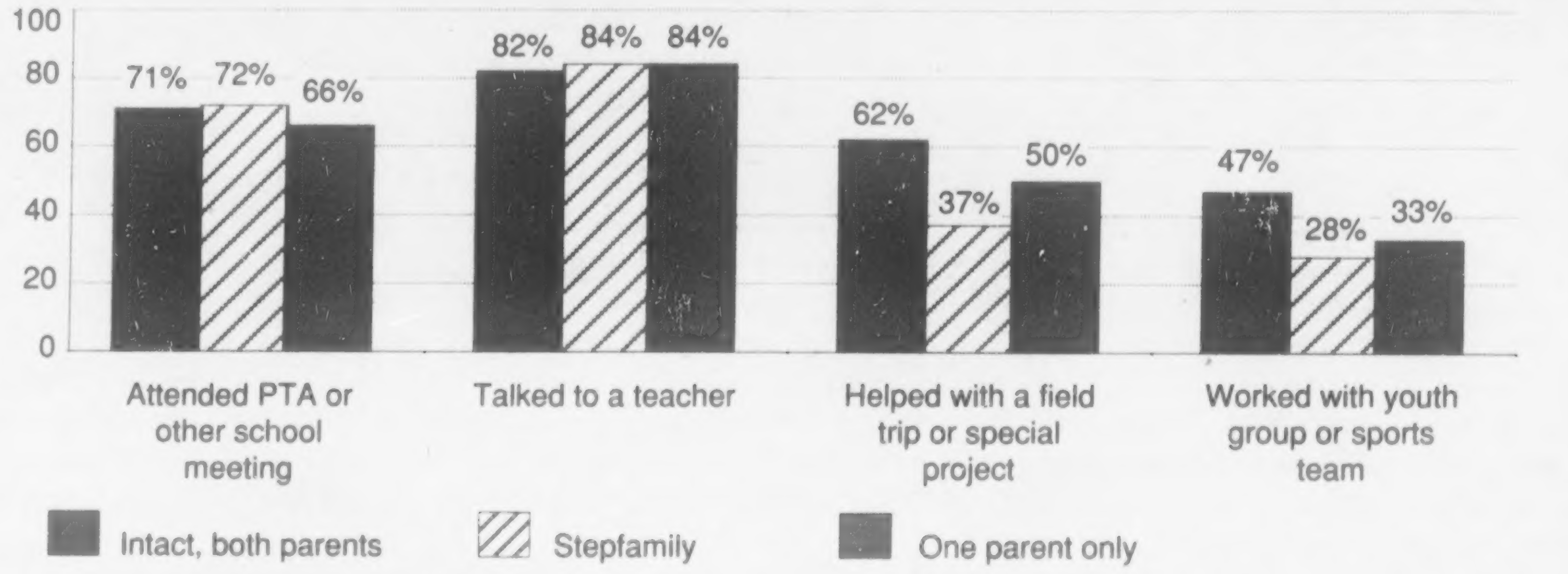
"And we have to do everything we can to empower young women, so they can find the strength it takes to insist on condom use."

As I was leaving, I remarked that our conversation had left me better informed, but a lot more anxious. Dr. Futterman turned off her beeper and gave me one of her twinkly, no-nonsense smiles.

"We need *controlled* panic," she said. "The hopeful message is that we can give a lot of medical help to kids who are already infected with HIV. And if we can give them time, there is hope. But we need help. We need people like you to harness all of your resources and creativity to link kids with the information and protection and treatment they need."

I had a lot to mull over as I made my way to the ABC Interactive office, to see what a state-of-the-art multimedia AIDS education program looks like. I'll report on that visit in my next column.

Percentage of Parents of Children (Ages 6 to 17) Who Have Taken Part in School-Related Activities in the Past Year, by Family Type



Note: "Intact, both parents" refers to biological or adoptive families in which both parents are present
Source: National Commission on Children

Families Are Struggling Against Odds To Maintain Close Bonds, Study Finds

By Deborah L. Cohen

WASHINGTON—While most Americans say they make "extraordinary efforts to maintain strong and close family ties," they believe that the American family in general is in trouble, according to a national study released last week.

The study, conducted by the National Commission on Children and released at a news conference here, found that "most American families are making heroic efforts" to stay close, said Senator John D. Rockefeller 4th of West Virginia, chairman of the panel.

But it also showed that "too little time, too little money, too many absent parents, and overwhelming fears about children's health and safety are tearing at the seams of family life," he said.

The study comprised two national surveys that queried Americans on their perceptions of family life. The first asked 1,400 adults—some with children and others without—how they think families are faring. The second questioned more than 1,700 parents and 900 children ages 10 to 17 about their family lives.

The surveys were conducted as part of an investigation that led to the publication last June of a massive report from the National Commission on Children—a bipartisan 34-member panel formed by the Congress in 1987—urging a wide range of initiatives to ease family stress. Its centerpiece was a proposal for a $1,000-per-child refundable federal tax credit. *(See Education Week, July 31, 1991.)*

Regardless of their age, race, marital status, and whether or not they are parents, "overwhelming percentages" of the survey respondents appeared pessimistic about the plight of families.

For example, 88 percent said it is harder to be a parent today than it used to be, 81 percent said parents do not spend enough time with their children, 76 percent said parents often do not know where their children are, and 87 percent said parents have a hard time making ends meet. More than half said children are worse off today than 10 years ago in terms of their moral and religious training and parental supervision and discipline. One-third said children get less love and care from parents than a decade ago.

In contrast, most of the parents and children surveyed about their own families "did not share this pessimism" and described their relationships as close and satisfying.

About 70 percent of the parents said their families regularly eat dinner together, and 86 percent of the parents of young children said they read to their children weekly. Virtually all reported knowing most of their children's friends, and 88 percent said they believe they know where there children are "all or most of the time."

Involvement With Schools

Many parents polled also reported regular involvement with their children's school. For example, 70 percent said they have attended P.T.A. or other school meetings, 57 percent said they have helped out with class projects and trips, and 83 percent said they had talked with their children's teachers at least once in the last year.

Most children polled named one or both parents as special adults in their lives, and more than half said they air concerns with their parents at least weekly. Two-thirds said they discuss religion or values with their parents at least once a month, and many teenagers said they have discussed dating, sex, and drug use with their parents.

One reason for the discrepancy between families' positive characterizations of their own lives and negative views of families in general, said Kristin Moore, director of research of for Child Trends, Inc., the firm that analyzed the survey data, is that people "respond to what they see in the media" as well as the stresses they see in their own communities.

"Even among those families that are successful, loving, and close . . . everyone agrees that there are widespread stresses on families," said Diane Colsanto, a senior partner with Princeton Survey Research Associates, which conducted the survey.

More than half of the parents polled said they would like to spend more time with their children, and nearly half said there is "no safe place in their neighborhood" for children to gather other than at home.

While parents shared similar fears, much greater numbers of low-income urban and minority parents said they worry that their children will use drugs, drop out of school, get shot, get pregnant or get someone pregnant, or get AIDS.

Nearly 40 percent of the poor urban children surveyed said they worry "a lot" that someone on drugs will hurt them, and large numbers of teenagers across income levels said they have friends invovled in "high-risk" activities.

Intact two-parent families generally offered more positive responses to the survey than did single-parent families. For example, single parents surveyed were more likely to worry about their children's safety or about whether their incomes would cover family needs.

Among children living apart from their fathers, only one-third reported seeing them at least once a week, and nearly one in five had not seen their father for five years.

Single copies of "Speaking of Kids: A National Survey of Children and Parents," are available free of charge from the National Commission on Children, 1111 18th St., N.W., Suite 810, Washington, D.C. 20036.

STOP

AIDS AND
SUBSTANCE ABUSE

Schools and organizations serving children and youth will find the latest information on national resources available to combat the life-threatening effects of HIV infection and substance abuse in the newsletter: ***Substance Abuse in Schools + AIDS Update***

Published monthly September-June (10 issues)
$88 for 1 year, **BIG SAVINGS** -$128 for 2 years!
Order from:
National Professional Resources, Inc.
Dept EW • PO Box 1479
Port Chester, NY 10573
Tel: 914-937-8879 • Fax: 914-937-9327
Tax ID# 132619258

DEC
11
1991

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 15 · December 11, 1991

© 1991 Editorial Projects in Education / $3.00

Chris Birks

As part of Operation GRAD in Battle Creek, Mich., Travis Britanyak blows insulation into a house he is helping refurbish to earn credit as well as profit.

Quietly, Kellogg Foundation Aims To Transform Mich. Communities

By Jonathan Weisman

ISHPEMING, MICH.—After five years on the job, Ed Sansom had grown tired of new students crying over class changes, teachers complaining about working with as many as 160 children a week, and the national school-improvement movement quietly passing this remote mining town in the Upper Peninsula by.

So the principal of C.L. Phelps Middle School fired off a grant proposal to a foundation in the Lower Peninsula that three years earlier had pledged to support the region for the next 20 years. It was a pledge that residents accustomed to being forgotten by their more cosmopolitan cousins downstate had greeted incredulously.

What he received from the W.K. Kellogg Foundation last year made a believer of Mr. Sansom: $167,000 to revamp his school's scheduling, regroup and overhaul its pedagogy, and expose his entire staff to the wide world beyond his isolated peninsula.

"I didn't realize the magnitude of Kellogg's commitment and what an amazing opportunity they had given myself and my staff to get immersed in a whole movement overnight," Mr. Sansom said. "It is the most incredible contribution to education I have ever seen."

The Kellogg Youth Initiative Program that has earned Mr. Sansom's admiration and gratitude exemplifies a growing trend in philanthropic programming, according to Mary K. Leonard, the director of precollegiate education programs for the

Continued on Page 12

Sizer Outlines Triumphs, Travails Of 'Horace's School' in New Book

By Lynn Olson

Nearly a decade after writing what is widely viewed as one of the most trenchant and scathing analyses of the American high school, Theodore R. Sizer has completed a new book that details what a "better and more powerful" school would look like.

Horace's School: Redesigning the American High School is scheduled for release next month by the Houghton Mifflin Company.

It is based on Mr. Sizer's experiences over the past eight years as chairman of the Coalition of Essential Schools, a group of some 200 schools in 23 states that are working to revamp education based on a set of commonly held principles.

Mr. Sizer, a professor at Brown University, initially outlined those principles in his 1984 critique, *Horace's Compromise.* In that book, readers first met Horace Smith, a fictional English teacher at Franklin High School, who was frustrated by the system's status quo and its red tape, but who felt too overwhelmed to change anything.

Mr. Smith was a composite character based on more than two years of field research in a cross-section of American high schools.

In *Horace's School*, Mr. Sizer describes the further triumphs and travails of Horace and his fictional colleagues—including teachers, students, administrators, and parents—as they struggle to prepare a blueprint for change.

The book provides a more detailed exposition of what coalition principles might look like in practice at both the middle- and

Continued on Page 16

Carnegie Proposes Seven-Point Action Plan To Ensure Children's Readiness for School

By Deborah L. Cohen

WASHINGTON—Maintaining that millions of young children living in stressful environments lack the security, support, and confidence to become successful students, the Carnegie Foundation for the Advancement of Teaching has set forth an ambitious national strategy to ensure that all children enter school well prepared.

In a 184-page report set for release this week, Ernest L. Boyer, the foundation's president, proposes a seven-point plan involving policymakers, schools, health officials, employers, parents, libraries, museums, parks and playgrounds, and community centers. A full chapter is devoted to improving television programming and advertising aimed at young children, educators, and parents.

The report—which charges that "America is losing sight of its children"—comes at a time when policymakers are turning their attention to the first of six national education goals set by the President and the governors. That goal states that by the year 2000, all children will enter school ready to learn.

A panel of prominent early-childhood experts convened by the National Association of State Boards of Education issued a separate report last week broadly defining readiness and outlining steps toward achieving that goal. *(See related story, page 10.)*

Mr. Boyer, a former U.S. education com-

Continued on Page 10

L.A. Decree Would Equalize Resources Among All Schools

By Peter Schmidt

The Los Angeles Unified School District is considering an agreement that would dramatically redistribute resources and experienced teachers within the district to settle a five-year-old lawsuit by black and Hispanic groups.

The district's board of education last month gave preliminary approval to the proposed consent decree, which calls on the board to equalize resources in schools districtwide.

If approved, the decree would affect both where and how district funds were spent. It would give individual schools spending limits, while allowing them broad discretion over the expenditure of the funds they were allocated.

The decree apparently would be the first such legal settlement addressing school-to-

Continued on Page 11

Issue of Sexual Harassment in Schools Moves to Supreme Court

By Mark Walsh

Christine Franklin was a sophomore at North Gwinnett High School in suburban Atlanta in 1986, when, she claims, her economics teacher began making sexually suggestive remarks to her.

The instructor allegedly would bring Ms. Franklin into his office for discussions that began innocently but turned to questions about whether she would consider "doing it" with an older man.

The pattern of harassment, she says in court documents, continued for the next 15 months, with the teacher eventually pressuring her to have sex with him three times during school hours—twice in the fieldhouse and once in the school's stadium press box.

According to Ms. Franklin, school officials moved slowly to address rumors that the teacher was harassing her and other female students. Even after they began an investigation, Ms. Franklin says, the school's band director urged her to drop her complaint to avoid embarrassment.

This week, the U.S. Supreme Court will hear arguments on whether Ms. Franklin, who graduated from North Gwinnett in 1989, should be allowed to sue school officials for money damages for tolerating her alleged sexual harassment.

A federal district judge in Atlanta in 1989 dismissed her lawsuit against the school district and the band director, and the U.S. Court of Appeals for the 11th Circuit last year upheld the judge's ruling.

But earlier this year, the High Court agreed to consider a facet of the dispute, *Franklin* v. *Gwinnett County School District* (Case No. 90-918), that could revive

Continued on Page 15

Also in the news

8 **Considering Condoms**
Following the example of New York City, other districts across the country are weighing plans to distribute condoms in schools.

Sara Krulwich

Publication Schedule

With this issue, *Education Week* begins a three-week publishing break. The next issue will be dated Jan. 8.

The deadline for display advertising for the Jan. 8 issue is Friday, Dec. 27; the Marketplace deadline is Monday, Dec. 30.

IN SUMMARY

Lining Up for Lunch
The percentage of students eligible for free or reduced-priced meals under the federal school-lunch program has steadily increased over the past two years, new data show. **Page 4.**

Denver Busing Bargain
Hispanic leaders in Denver are trying to broker a settlement to the city's historic school-desegregation lawsuit that could involve drastic cuts in or a total end to busing. **Page 5.**

Undereducated Workers
Many of the nation's manufacturing firms say their efforts to upgrade workplace technology and increase productivity have been stymied by their poorly educated workers, a new study asserts. **Page 5.**

A Divisive Proposal
Mirroring controversies elsewhere, a Maryland proposal to require community service for high-school graduation has split opinion across the state. **Page 18.**

Private-Sector Partnership
Florida education officials are hoping to persuade up to three local districts to surrender some or all of their schools to a private management firm. **Page 18.**

A Costly Change?
Special educators are objecting to a proposed Education Department rule that they say could force schools to provide a wide range of costly equipment to disabled students. **Page 22.**

Race-Based Ruling
Secretary of Education Lamar Alexander last week declared that most scholarships to institutions of higher education based solely on race are illegal. **Page 23.**

Commentary	**26 and 36**
Databank	**24**
Federal File	**22**
Focus On: Students	**6**
Grants	**29**
Health	**8**
Legislative Update	**21**
Letters	**28**
Marketplace	**30**
Special Education	**9**
State Journal	**19**

EDUCATION WEEK (**ISSN 0277-4232**) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 15.

ACROSS THE NATION

NATIONAL

Foundation Will Grant $9 Million To Improve Immunization Rates

The Robert Wood Johnson Foundation is scheduled to announce this week that it will award up to $650,000 each to as many as a dozen communities to help improve their immunization rates for young children.

The foundation, the nation's largest health-care philanthropy, is announcing the $9-million campaign in response to data showing that at least 1.2 million children under the age of 2 have not been vaccinated against any disease. Federal officials believe the problem is particularly acute among poor, inner-city children from minority backgrounds.

As part of the "All Kids Count" campaign, up to 20 communities with populations of at least 200,000 can receive one-year planning grants to establish model programs to link hospitals, schools, public-health agencies, and physicians' offices electronically. From this group, as many as 12 communities will receive four-year implementation grants.

The grant program will require each community to develop a plan for entering the names of all children under age 5 into a centralized computer system as well as a method for updating immunization and demographic data.

■ **The Family Resource Coalition, a nationwide network of people and organizations involved in support programs and services for parents and children, has received a $1.2-million federal grant to set up a national resource center.**

The three-year grant from the U.S. Department of Health and Human Services will allow the Chicago-based group to launch a "National Resource Center on Family Support Programs."

The center is designed to raise public awareness of the availability and value of programs ranging from community resource centers for young families to parenting and adult-education classes. It will also help build support for expanding such programs.

Activities of the center will include: creating a national data base to gather and disseminate information on family-support programs; developing technical assistance and training materials for parents and communities as well as federal, state, and local policymakers; collaborating with other local and national family-related organizations; and forming a network of technical consultants to assist policymakers.

Besides complementing and building on the work of the Family Resource Coalition, the center is "introducing a creative new mechanism to better meet the needs of our constituents in this rapidly growing field of family support," said Judy Langford Carter, the coalition's executive director. ■

STATES

N.Y. Poll Finds Support for Teaching of 'Common Heritage'

New York State's black and Hispanic residents place more importance than do whites on the teaching of a common American heritage to public-school students, according to a poll by the New York State United Teachers.

According to the poll results, released late last month, about 89 percent of blacks, 87 percent of Hispanics, and 70 percent of whites surveyed view teaching a common heritage as "very important."

Moreover, the random survey of 1,000 state residents found that blacks and Hispanics were twice as likely as whites to say it is very important to teach the histories of individual racial and ethnic minorities.

Over all, about 48 percent of those surveyed said it is most important to teach a common heritage, 11 percent put more importance on teaching the histories of different groups, and 40 percent said one is not more important than the other.

More than 88 percent of those surveyed said that at least some material about both the shared and individual histories of Americans should be taught in social-studies classes.

Officials of the state teachers' union, who commissioned the poll because they believed the debate over the state's social-studies curriculum was getting too divisive, said the poll results show "widespread agreement" over what students should learn.

■ **The Kansas City, Mo., school district has been ordered to seek a short-term loan to fund desegregation costs that the state otherwise would have to pay out of its own tight budget.**

The U.S. Court of Appeals for the Eighth Circuit last month ordered the district to pursue short-term financing to cover a shortfall in its budget for capital improvements for desegregation.

The court's decision saves the state, which already has cut $71 million from other areas of this year's budget to build new schools for the city, from having to make more than $50 million in additional cuts from programs in order to fund the city's desegregation efforts.

The state, nonetheless, is obligated to repay the loan taken out by Kansas City or to pay the desegregation costs directly if the district cannot obtain a loan, the court said.

■ **The Arizona School Boards Association has questioned the state board of education's power to adopt guidelines that essentially bar school officials across the state from spanking students.**

In late October, the board passed new guidelines that permit corporal punishment only after "all other" disciplinary measures have failed and only if students are age 16 or older. The law also states that parents must give written permission in order for spanking to be administered.

Barbara Robey, a spokesman for the school-boards group, said the association believes that "what the [state] board did was usurp the authority of the legislature."

She noted that lawmakers in the state House twice during the 1991 session successfully blocked Senate-approved bills banning corporal punishment.

Nancy Blair, a spokesman for the state education department, said that while state-board members are not legally in a position to ban spanking, "they are doing what they can within their power to limit it."

The state attorney general's office has yet to rule on the legality of the board's actions.

But John Hestand, the school-boards association's lawyer, said the association may file a friend-of-the-court brief if school districts decide to challenge the new guidelines in court. ■

A Cat-Crazy Curriculum

What do T.S. Eliot, a Broadway musical, and a Los Angeles elementary-school teacher have in common? A love of cats, of course.

And under Barbara Cser's unique curriculum, 4th and 5th graders at the Fletcher Drive Elementary School have spent the past several weeks learning more about man's favorite mouse catcher.

"I remembered reading *Old Possum's Book of Practical Cats* in college," says Ms. Cser of an Eliot book of cat poems. "I went to the library, reread it, and fell in love with it all over again."

60
50
40
30
20
10
KATZ ON CATS

Leila Cabib

And so began her quest to catalyze her classroom into a kitty corner of learning.

Ms. Cser bought $200 worth of books on cats, covered her classroom walls with cat paraphernalia, and created a completely cat-o-centric curriculum. Her class studied the history of cats, from deification in ancient Egypt to persecution in the Middle Ages; science and mathematics through cat anatomy and measurements; and language arts through their readings of the Eliot poems.

The students were treated to a performance of the musical "Cats," which is based on the Eliot work, and later performed a few of the numbers themselves. Actors from the touring show visited the students and gave them a lesson on theater makeup.

While Ms. Cser had never been a cat fancier before the unit, she is one now. In fact, students were so responsive that she plans on repeating the unit next year.

She admits that she received some ribbing from her peers. "On the day of our performance of songs from 'Cats,'" she recalls, "our principal sent me a cake with a dog on top, and an inscription that read, 'Barbara, life must have balance.'"

—S.K.G.

Commerce Is Urging Schools To Vie for Broadcast Grants

By Peter West

WASHINGTON—Educators should apply for grants under a program designed to fund the planning and construction of new broadcasting facilities, the head of the telecommunications division of the Commerce Department said last week.

For the first time, the Commerce Department as a matter of policy is encouraging educational entities to tap into the $20 million available under the National Telecommunications and Information Administration's public-telecommunications-facilities program, according to Janice Obuchowski of the N.T.I.A.

"What we're really trying to do is indicate that we're open for business in [the field of] educational telecommunications," Ms. Obuchowski said at a press briefing here last week.

The press briefing also was a forum for officials to signal that they plan to discuss with Education Department officials ways to promote greater cooperation in the burgeoning field of educational telecommunications.

Ms. Obuchowski said she hopes to meet soon with Diane S. Ravitch, the assistant secretary of education for educational research and improvement, to see if incentives can be devised to encourage educational users of all types of telecommunications to cooperate across state and local boundaries.

"It's not clear to me why folks aren't starting to work together to break down some of these artificial barriers," Ms. Obuchowski said.

Two Satellite-Based Plans

Officials said privately that some of the concerns Ms. Obuchowski plans to target have been fueled by the development of two similar proposals to develop a satellite-based "national telecommunications highway" for education.

The two proposals in question are being developed by the Public Broadcasting Service and the EDSAT Institute, a Washington-based nonprofit organization.

The 30-year-old grant program, which was originally administered by the Education Department, was relocated to Commerce in 1978. Since then, it has been used to fund the development of public television and radio stations.

Funding public radio will remain a priority this year, officials indicated.

But the program also has provided assistance to various educational partnerships and organizations, including the Missouri School Boards Association, the Massachusetts Corporation for Educational Telecommunications, and some recipients of federal Star Schools grants.

The EDSAT Institute itself was an unsuccessful applicant last year, officials noted.

Typically, the officials explained, the telecommunications-facilities program receives 270 grant applications and awards between 115 and 125 grants annually.

Is There
A Problem
With Your
Subscription?

Check the appropriate box(es)
to make an adjustment
to your subscription.

Education Week Subscription Service
P.O. Box 2083
Marion, Ohio 43305

Please allow four to six weeks for processing.

☐ Receiving duplicate copies. (Please send both labels.)
☐ Receiving invoice, already paid. (Please send us a copy of the invoice and proof of payment.)
☐ Change of address. (Please send old label and new address.)
☐ Other:____________________

☐ Start a subscription ($59.94 one year).
☐ Payment enclosed. ☐ Bill me.
Name____________________
Address____________________
City__________ State_____ Zip_____

DATABANK

Final Education Department Budget for Fiscal 1992

(In thousands)

	FY 1991 Comparable	FY 1992 Administration Request	FY 1992 House Bill	FY 1992 Senate Bill	FY 1992 Conference Agreement
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants[1]	$5,001,975	$5,001,975	$5,805,000	$5,312,575	$5,525,000
Concentration Grants[1]	555,775	674,775	645,000	589,175	610,000
Capital expenses for private-school students	36,108	36,108	38,000	42,108	40,054
Even Start	49,771	60,000	100,000	54,500	70,000
State agency programs:					
Migrant	294,596	294,596	322,000	294,596	308,298
Neglected and delinquent	36,108	36,108	36,000	36,108	36,054
State administration	59,140	59,140	64,500	59,140	61,820
State program improvement	14,785	30,000	32,250	18,000	25,125
Evaluation and technical assistance	13,175	17,000	17,000	13,175	15,088
Rural technical-assistance centers	4,463	4,463	5,000	5,000	5,000
Total, Chapter 1	**6,065,896**	**6,214,165**	**7,064,750**	**6,428,377**	**6,696,439**
Migrant education:					
High-school-equivalency program	7,807	8,135	8,500	8,119	8,310
College-assistance migrant program	1,952	2,034	2,500	2,030	2,265
TOTAL	**6,075,655**	**6,224,334**	**7,075,750**	**6,436,526**	**6,707,014**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	585,540	588,540	585,540	588,540	588,540
Payments for 'b' children	136,626	—	136,626	136,626	136,626
Payments for federal property (Section 2)	16,590	16,590	16,590	16,590	16,590
Payments for decreases in federal activities Section 3(e)	1,952	—	—	1,952	1,952
Disaster assistance (Section 7)[2]	13,663	—	—	—	—
Construction[1]	26,349	15,000	26,000	28,000	28,000
TOTAL	**780,720**	**620,130**	**764,756**	**771,708**	**771,708**
SCHOOL-IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	448,914	448,914	450,000	450,000	450,000
Evaluation	976	—	—	—	—
National Programs:					
Inexpensive book dist. (inc. RIF)	9,271	9,271	10,000	10,000	10,000
Arts in education	4,392	4,392	8,600	8,600	8,600
Law-related education	5,855	—	6,000	6,000	6,000
Total, Chapter 2	**469,408**	**462,577**	**474,600**	**474,600**	**474,600**
Civics education	—	—	3,000	3,800	3,800
Drug-free schools and communities:					
State grants	497,709	497,709	497,709	517,617	507,663
School personnel training	23,395	23,395	23,395	24,331	23,863
National programs	60,914	60,914	60,914	63,351	62,133
Emergency grants	24,331	49,500	25,000	30,304	30,304
Strengthening teaching and administration:					
Mathematics and science education	202,011	239,011	240,000	240,000	240,000
Christa McAuliffe fellowships	1,954	2,036	2,000	2,000	2,000
Magnet-schools assistance	109,977	109,977	110,000	110,000	110,000
Education of homeless children and youth	7,313	—	37,000	25,000	25,000
Women's educational equity	1,995	500	2,000	500	500
Training and advisory services (Civil Rights IV-A)	21,329	21,329	22,000	22,000	22,000
Dropout-prevention demonstrations	34,064	29,214	50,000	35,427	40,000
General assistance to the Virgin Islands	4,366	4,366	4,500	4,500	4,500
Ellender fellowships	4,101	—	4,100	4,500	4,300
Follow through	7,265	—	10,000	7,265	8,632
Native Hawaiian Education Act	6,366	—	6,400	6,400	6,400
Foreign Language Assistance	4,880	—	5,000	12,000	10,000
National writing project	1,952	—	—	3,000	2,500
School-year extension study commission	976	—	—	—	—
TOTAL	**1,484,306**	**1,500,528**	**1,577,618**	**1,566,595**	**1,578,195**
AMERICA 2000[3]					
TOTAL	—	**690,000**	**250,000**	**100,000**	**100,000**
INDIAN EDUCATION[4]					
TOTAL	**75,365**	**77,400**	**77,547**	**77,400**	**76,570**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	121,039	123,814	171,000	123,814	147,407
Support services	11,632	11,632	12,000	12,000	12,000
Training grants	36,066	36,066	36,000	36,000	36,000
Immigrant education	29,277	29,277	30,000	30,000	30,000
TOTAL	**198,014**	**200,789**	**249,000**	**201,814**	**225,407**
EDUCATION FOR THE HANDICAPPED					
State grants:					
EHA Grants to states, part 'b'	1,854,210	1,976,095	1,976,095	1,976,095	1,976,095
Chapter 1 handicapped grants	148,861	125,661	135,661	148,861	143,000
Preschool grants	292,770	295,920	295,920	320,000	320,000
Grants for infants and families	117,108	128,819	175,000	175,000	175,000
Special-purpose funds:					
Deaf-blindness	12,840	12,849	13,000	13,000	13,000
Severe disabilities	7,869	7,869	8,000	6,000	8,000
Severely emotionally disturbed	1,952	1,952	4,000	4,000	4,000
Early-childhood education	24,202	24,202	25,000	25,000	22,000
Secondary and transitional services	14,639	14,639	17,000	19,000	19,000
Postsecondary programs	8,550	8,569	9,000	8,000	9,000
Innovation and development	20,174	20,174	24,000	21,000	21,000
Media and captioning services	16,424	16,424	17,000	17,000	17,000
Technology applications	[illegible]	5,593	10,000	10,000	10,300
Special studies	3,904	3,964	4,000	4,000	4,000
Special-ed. personnel development	[illegible]	[illegible]	89,800	89,800	89,800
Parent training	9,759	9,759	10,200	12,000	12,000
Recruitment and information clearinghouses	1,525	1,525	2,000	2,000	2,000
Regional resource centers	6,620	6,620	7,000	7,000	7,000
TOTAL	**2,616,327**	**2,729,863**	**2,822,676**	**2,859,756**	[illegible]
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
State grants:					
Vocational rehabilitation state grants	1,632,625	—	1,735,480	1,788,000	1,788,000
Supported employment state grants	29,150	—	29,150	31,065	31,065
Client assistance	8,310	—	8,310	9,141	9,141
Service and demonstration projects:					
Special demonstration programs	18,368	—	18,368	25,103	31,103
Supported employment projects	10,023	—	10,023	10,423	10,423
Recreational programs	2,617	—	2,617	2,617	2,617
Migratory workers	1,060	—	1,060	1,060	1,060
Projects with industry	19,445	—	19,445	20,390	20,390
Helen Keller National Center	5,367	—	5,367	5,867	5,867
Independent living	48,088	—	48,088	50,779	50,779
Training	33,353	—	33,353	36,688	36,688
National Institute on Disability and Rehabilitation Research	58,924	—	58,924	61,000	61,000
Technology assistance	20,982	27,340	27,340	28,000	28,000
Evaluation	976	—	976	1,025	1,025

	FY 1991 Comparable	FY 1992			
		Administration Request	House Bill	Senate Bill	Conference Agreement
	(in thousands)				
Consolidated request, new legislation	—	1,976,040	—	—	—
TOTAL	1,889,288	2,003,380	1,998,501	2,071,158	2,077,158
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants[1]	856,503	890,656	1,077,000	947,500	950,000
Community education employment centers	—	—	—	7,500	—
Supplemental equipment grants[1]	—	—	100,000	10,000	10,000
Community-based organizations	11,711	11,711	12,000	12,000	12,000
Consumer and homemaking education	33,352	—	38,000	33,352	35,000
State councils	8,783	8,783	9,000	9,000	9,000
Tech Prep	63,434	63,434	100,000	65,971	90,000
Tribally controlled post-secondary vocational institutions	2,440	2,440	2,500	2,500	2,500
National programs	24,681	23,880	29,000	29,000	31,000
Bilingual vocational training	2,888	2,888	3,000	3,000	3,000
Adult education:					
State programs	201,035	221,500	250,000	221,500	235,750
National programs	7,807	9,000	9,000	9,000	9,000
Literacy training for homeless adults	9,759	—	—	9,759	9,759
Workplace literacy partnerships	19,251	19,251	20,000	19,251	19,251
English literacy grants	976	976	1,000	1,000	1,000
State literacy resource centers	—	—	—	10,000	5,000
Prison literacy training program	—	—	—	10,000	5,000
Technology education demonstrations	964	—	1,000	—	—
Commercial truck driver training	1,952	—	—	3,000	2,500
TOTAL	**1,245,536**	**1,254,519**	**1,651,500**	**1,403,333**	**1,429,760**
STUDENT FINANCIAL ASSISTANCE					
Pell grants[4]	5,374,282	5,775,121	5,450,000	5,460,000	5,460,000
Presidential achievement scholarships (new legislation)	—	170,000	—	—	—
Supplemental educational opportunity grants[1]	520,155	346,945	570,000	632,000	577,000
Work-study	594,689	396,615	595,000	618,476	615,000
Income-contingent loans	4,880	10,000	5,000	4,880	4,880
Perkins' loans:					
Federal capital contributions	156,144	—	156,000	156,000	156,000
Loan cancellations	—	15,000	13,000	15,000	—
State student incentive grants	63,531	—	64,000	76,000	72,000
TOTAL	6,713,681	6,713,681	6,853,000	6,962,356	6,884,880
GUARANTEED STUDENT LOANS					
TOTAL	**9,625,911**	**9,048,102**	**9,048,102**	**9,041,669**	**11,276,165**
HIGHER-EDUCATION PROGRAMS[1]					
TOTAL	762,638	784,501	821,438	834,557	827,523
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS					
TOTAL	**37,726**	**3,598**	**3,598**	**3,598**	**3,598**
COLLEGE HOUSING AND ACADEMIC FACILITIES PROGRAM					
TOTAL	—	—	—	8,105	8,105
EDUCATIONAL RESEARCH AND STATISTICS					
Educational research	64,714	74,296	71,000	71,500	71,000
High technology demonstration program	—	—	8,000	—	—
Statistics	44,313	51,974	50,000	44,313	47,313
National Assessment of Educational Progress (NAEP)	19,211	28,086	28,000	20,000	29,900
Fund for Innovation in Education	27,737	27,737	19,000	27,737	24,000
Fund for the Improvement and Reform of Schools and Teaching	8,895	2,807	8,895	9,250	9,250
Eisenhower mathematics and science education national programs[5]	11,711	14,711	14,000	18,000	16,000
Math Science consortium	—	—	—	15,000	12,000
National Diffusion Network	14,151	14,151	14,000	14,700	14,700
Blue ribbon schools	885	885	—	885	—
Javitz gifted and talented students education	9,732	9,732	9,732	9,732	9,732
Star schools[1]	14,417	10,000	—	18,404	18,417
Educational partnerships	4,233	4,233	4,233	4,233	4,233
Territorial teacher training	1,769	1,769	1,769	1,769	1,769
Leadership in educational administration	3,831	370	370	370	370
Mid-career teacher training	987	—	—	—	—
National Council on Educational Goals	1,952	—	—	—	—
Partnerships for innovative teacher education (new legislation)	—	20,000	—	—	—
National Board for Professional Teacher Standards	4,880	—	4,880	4,880	4,880
TOTAL	**233,418**	**260,751**	**233,879**	**260,773**	**283,564**
LIBRARIES					
Public libraries:					
Services	83,898	35,000	83,898	83,898	83,898
Construction	19,218	—	14,218	19,218	16,718
Interlibrary cooperation	19,908	—	19,908	19,908	19,908
Training	651	—	5,000	5,000	5,000
Research and demonstrations	325	—	325	325	325
Research libraries	5,855	—	5,855	5,855	5,855
Library literacy programs	8,163	—	8,163	8,163	8,163
College library technology	3,904	—	3,904	6,404	6,404
Foreign-language materials	976	—	1,476	976	1,476
TOTAL	142,898	35,000	142,747	149,747	147,747
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	6,136	6,130	5,500	6,600	5,900
National Technical Institute for the Deaf	37,212	37,226	38,500	39,439	39,439
Gallaudet University	72,262	70,846	73,172	76,540	76,540
Howard University	195,215	190,932	212,960	199,131	212,360
TOTAL	**307,823**	**305,140**	**330,132**	**321,710**	**334,239**
DEPARTMENTAL MANAGEMENT					
Program Administration	284,595	303,567	301,952	284,008	299,000
Office for Civil Rights	48,405	56,000	56,000	51,691	55,000
Office of the Inspector General	24,837	28,521	26,932	26,530	26,932
Undistributed salary and expense savings	—	—	-10,000	-3,785	-10,660
TOTAL	357,837	388,088	374,884	358,444	370,272
TOTAL, EDUCATION DEPARTMENT	**27,168,703**	**29,734,083**	**31,169,417**	**30,238,338**	**31,716,341**
EARLY CHILDHOOD PROGRAMS[7]					
Head Start	1,951,800	2,051,800	2,213,800	2,201,800	2,201,800
Comprehensive child-development centers	24,398	24,398	45,000	44,398	44,398
JOB TRAINING PARTNERSHIP ACT[8]					
TOTAL	**4,066,728**	**4,051,731**	**4,130,371**	**4,190,295**	**4,172,038**
INDIAN EDUCATION[6]					
Bureau of Indian Affairs programs, including B.I.A. schools	540,262	418,616	464,363	431,541	411,676
NATIONAL SCIENCE FOUNDATION[9]					
Education and human resources activities	322,350	390,000	435,000	465,000	465,000
ASBESTOS ABATEMENT[9]					
(Environmental Protection Agency)	51,500	—	47,500	57,084	37,000

CAPITAL DIGEST

Congress Drops New Funds For Head Start Program

The Congress late last month gave final approval to a supplemental spending bill after deleting provisions that would have provided an additional $1.2 billion for Head Start and some extra money for children's health programs.

The provisions, which were added on the House floor, would have declared the spending an "emergency," thus exempting it from budget caps.

Most observers viewed the House action as a political statement, and House-Senate conferees had been expected to drop the provisions.

President Bush said he would veto a supplemental bill that included any spending other than disaster relief and money needed to pay lingering costs of the Persian Gulf War. He could also have refused to agree to the emergency declaration, a move that could have forced across-the-board spending cuts in domestic programs.

■ **The Department of Health and Human Services has awarded grants worth $7 million to help Head Start programs "effectively deal with the problems of substance abuse, illiteracy, and unemployment."**

An underlying principle of the education and support program for disadvantaged preschoolers is that families are in the best position to nurture and educate their children. But factors such as drug abuse, joblessness, and illiteracy "threaten the capacity of families to sustain their own and their children's participation in Head Start," said Jo Anne B. Barnhart, assistant secretary for the Administration for Children and Families, in announcing the grants.

The 28 awards will establish "Head Start Family Service Center Demonstration Projects" to explore solutions and offer case-management services to help Head Start families become self-sufficient.

Grantees include city and community agencies, public schools, a university, and a Native American tribe.

■ **In a victory for Pizza Hut and other purveyors of pizza, the Congress adopted a measure last month that would exempt freshly made meat-topped pizzas sold to schools from a second safety inspection.**

Under current law, meat-topped pizzas are held to the same safety standards as other meat products.

The new measure, which goes into effect next August, would make meat-topped pizzas eligible for exemptions currently allowed for other types of meat-based food products sold to schools.

Consumer-health advocates had argued that the second inspections were needed to maintain food safety.

■ **A proposed land swap involving the site of the Phoenix Indian School has again been endangered as negotiations have broken down over the issue of asbestos removal.**

The complicated and protracted negotiations, which involve officials of the Interior Department, the Phoenix municipal government, and the Barron Collier Company, a land-development corporation based in Naples, Fla., have most recently become snagged over the issue of who should pay to remove asbestos from the school buildings.

The land swap, under which the developer would trade 108,000 acres of wetlands in Florida for the 88-acre school site, has been in danger of collapsing several times since it was approved by the Congress in 1988. The law requires the deal to be completed by Dec. 11.

The Senate Nov. 27 approved legislation that would require the Interior Department to remove the asbestos. But the House has not voted on the measure, and the Congress is not scheduled to meet again until January.

Nonetheless, an Interior Department spokesman said negotiations were continuing last week.

■ **The Education Department has released a report that is designed to serve as the framework for the reform of the schooling of Native American students.**

The 60-page report, called *Indian Nations At Risk: An Educational Strategy for Action*, was drafted by a task force over the course of 18 months. The 14-member panel, which was appointed by former Secretary of Education Lauro F. Cavazos, was co-chaired by former Secretary of Education Terrel H. Bell and William Demmert, a former Alaska commissioner of education.

The final version of the document, released last week in Washington and at a conference in San Francisco, closely resembles a draft obtained by *Education Week* several months ago. *(See Education Week, Sept. 4, 1991.)*

The report uses the national education goals adopted by President Bush and the nation's governors as a foundation for the establishment of 10 goals to guide the improvement of education for Indian children in all federal, tribal, private, and public schools.

■ **The Congress has adopted a measure that ends an argument between states and the federal government over the way states can raise money for their Medicaid programs.**

Earlier this fall, the Bush Administration proposed a rule that would have dramatically reduced the ability of states to impose special taxes and raise matching funds for Medicaid.

The final bill, adopted last month, imposes certain caps on states. The measure was a compromise between the Administration and the National Governors' Association, which warned that the proposed rule could have crippled Medicaid programs.

Footnotes

[1] Part of appropriation subject to delayed release on Sept. 30, 1992..

[2] Transferred to Federal Emergency Management Agency account.

[3] Conference figure subject to authorization.

[4] Includes $100-million contingency.

[5] Includes $6 million for clearinghouse.

[6] Included in the appropriations bill for the Department of the Interior.

[7] Administered by the Department of Health and Human Services.

[8] Programs administered by the Department of Labor.

[9] Included in appropriations bill for the Department of Housing and Urban Development, and independent agencies.

SOURCE: U.S. Congress

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record Volume XI, Number 16 · January 8, 1992 *© 1992 Editorial Projects in Education / $3.00*

N.C.A.A. Mulls Stiff Standards for Student-Athletes

Critics Are Expected To Seek Delay in Plan

By Mark Pitsch

In an effort to further improve the academic success of college athletes and to answer critics of intercollegiate sports programs, members of the National Collegiate Athletic Association this week will consider several controversial proposals to impose stricter academic eligibility requirements on incoming student-athletes.

The proposals, which would take effect in 1995, build on the eligibility requirements, known as Proposition 48, that N.C.A.A. members approved in 1983 and put in place in 1986.

"There's no question that there will be some people who will not meet the new requirements," said Lorna P. Straus, a University of Chicago biology professor who chairs an N.C.A.A. committee that is co-sponsoring the proposed changes.

"Yes, it's a tougher standard," she added, "but it's a tougher standard with a reason."

Supporters of the measures contend that the new standards would send a strong message to student-athletes, parents, and school systems that athletes need to be as successful in the classroom as they are on the court, track, or field.

"High-school athletes, when they're chal-

Continued on Page 28

N.J. Schools Debate Forced Merger To Achieve Integration

By Peter Schmidt

HACKENSACK, N.J.—In a case with potentially major implications for New Jersey's many small, racially imbalanced school districts, lawyers clashed in state court here last month over whether school systems should be forced to "regionalize," or merge, to achieve racial integration.

The case, argued Dec. 17 before the appellate division of the state superior court, involves three districts that lie close to one another in northern New Jersey but whose ethnic composition—and stands on regionalization—are sharply different.

Officials of Englewood, where most students are black or Latino, have been trying ever since the dispute began seven years ago to get the state to end racial isolation by ordering a merger at the high-school level with the other two districts.

"There is no way to cure this situation without regionalization," Arnold K. Mytelka, a lawyer for the Englewood board of education, told the superior court last month.

But Englewood Cliffs and Tenafly, which

Continued on Page 29

PROFILES IN
TECHNOLOGY

A special 24-page Education Week report on educators striving to harness the power of technology begins opposite page 28.

Reconfigured Goals Panel Will Be Bipartisan, Give Lawmakers a Vote

By Robert Rothman

WASHINGTON—The panel monitoring progress toward the national education goals would be reconfigured so that Congressional representatives would have voting power and the membership of the panel would be evenly split between Democrats and Republicans, under a plan approved here last month.

The agreement, expected to be put into effect this month, was a key part of a broader accord aimed at creating a method for overseeing the development of national standards and a national system of assessments.

Under the plan, approved by the National Council on Education Standards and Testing, the reconstituted goals panel would appoint a 21-member council of state and local officials, educators, and representatives of the general public, which would coordinate the development of standards in school subjects and the creation of a system of assessments to match them.

The council would then certify standards and assessments as "world class," subject to approval by the goals panel.

The plan is expected to be included in the report of the standards council, which is scheduled to be released later this month. The council last month adopted in principle the language of the report, which will strongly urge that the United States move toward national standards in school subjects and a system of assessments to measure student performance against the standards.

Gov. Roy Romer of Colorado, the co-

Continued on Page 24

Building Engineers' Power and Pay Scrutinized as Schools Tighten Belts

By Ann Bradley

For a few months early last year, William Rankin's Chicago elementary school was in tip-top shape.

The principal, a veteran of the city's public schools, was so delighted that he wrote a memo to a district official.

"For the first time in 14 years," he wrote, "children can wash hands in every wash basin and get a drink from every drinking fountain in the school. All [toilet] leaks have been repaired and washroom floors are finally dry."

But Mr. Rankin's elation was short-lived. After less than four months at the school, the principal recalled recently, the building engineer responsible for the turnaround had an argument with a janitor he supervised, and the engineer opted for a transfer.

While Mr. Rankin said that the current building engineer "tries hard to please," he remains frustrated that the physical condition of his building is essentially beyond his control.

Mr. Rankin's trouble keeping Victor Herbert Elementary School shipshape is not unusual in big-city school systems, observers say, given the enormous clout wielded by building engineers who have little accountability to school principals.

Through labor agreements negotiated over the years, critics say, the engineers who oversee the maintenance and operation of school facilities in many large districts have gained virtual autonomy in their jobs, excessive control over how schools are used, hefty base salaries, and generous overtime pay that makes it possible for some engineers to earn more than

Continued on Page 21

John Booz

William Rankin, the principal of Victor Herbert Elementary School, examines a gaping hole in the school's ceiling.

Strike Is Averted as A.F.T., Staff Union Agree on a Contract

By Ann Bradley

After a grueling 20-hour bargaining session, negotiators for the American Federation of Teachers and the union that represents A.F.T.'s staff employees reached a tentative agreement on a new contract last week, narrowly averting a strike.

Members of the American Federation of Teachers Staff Union had voted unanimously in early December to strike if their negotiating team could not turn back proposals that would have given the A.F.T. management greater latitude in laying off employees.

Representatives of both sides refused late last week to discuss details of the new agreement, which was reached Jan. 2 with the assistance of a mediator after an all-night bargaining session.

The staff union's contract expired at midnight Dec. 31 and was extended hour-by-hour to allow the negotiations to continue.

"Neither side got all they wanted," said Solomon H. Smith Jr., president of the A.F.T.S.U. "These were damn tough negotiations. But we've got something we feel fairly confident the members will ratify."

Members of the staff union are scheduled to vote on the proposed contract Jan. 12.

The staff union, representing 85 employees, has two bargaining units. One is made

Continued on Page 30

Also in the news

2 **Farewell, 1991**
A look back at some of the top education stories of 1991 and the people who made the news.

7 **Recruitment-Ban Challenge**
The Rochester, N.Y., school board faces a suit for banning military recruiters from the district's campuses.

12 **Whole-Language Dispute**
Three new studies provide more ammunition for the hardest-fought battle in the field of reading.

IN SUMMARY

New Year, New Committee
A new era in governance begins for the Boston public schools, as 7 school-committee members appointed by the mayor replace a 13-member elected panel.
Page 7.

Endorsement Hunting
Five Democratic Presidential hopefuls have entered the process to win the influential backing of the National Education Association.
Page 10.

Breaking Union Barriers?
The National Education Association is weighing a step that could bring it closer to other labor organizations, including the rival American Federation of Teachers.
Page 15.

Teacher Shortage Questioned
Despite widespread predictions to the contrary, the nation is unlikely to experience a general shortage of public-school teachers in the 1990's, two new reports from the RAND Corporation conclude. **Page 16.**

E.D. Auditors Fault Honig
U.S. Education Department auditors say that California's school chief has violated conflict-of-interest rules by using his position to financially benefit his wife's educational-consulting firm. **Page 36.**

A Change for Chapter 1?
Education Department officials are said to be drawing up rules that would allow children ineligible for Chapter 1 services to participate in the program's activities.
Page 37.

Capital Update	38
Commentary	39 and 56
Events	43
Federal File	37
Focus On: Curriculum	8
Letters	41
Marketplace	44
Philanthropy	13
State Journal	31
Vocational Education	14

SPECIAL ADVERTISING SECTION:
Software Catalog Connection
A description of free catalogs and informational brochures about educational software.
Begins on Page 17.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 16.

ACROSS THE NATION

NATIONAL

Coalition Launches Drive To Place Children's Issues on Policy Agenda

More than 50 children's-advocacy groups have joined forces to kick off a campaign this week to "elevate children's well-being to the top of the public-policy agenda" in 1992.

Based on the premise that children lack the political clout to influence policymakers, the Coalition for America's Children has decided to raise public awareness about children's issues and to urge voters to challenge candidates and officeholders to adopt positions and policies responsive to children's needs.

The nonpartisan coalition, based in Washington, includes a wide range of national, state, and community-based nonprofit organizations promoting children's health, education, and well-being. Among its members are the American Academy of Pediatrics, the National Association of Elementary School Principals, Save the Children, and various state youth-advocacy groups.

Touting the slogan "Who's for Kids, and Who's Just Kidding?," the group will issue buttons, brochures, bumper stickers, and briefing materials that can be used to challenge politicians to ensure children's health, education, safety, security, and freedom from abuse, violence, and drugs.

In a survey the group recently conducted of 1,000 adults, 71 percent said children's programs should be a higher priority for the government, but many said they were skeptical about whether money earmarked for children through government programs actually reaches them.

"Their confidence in government is so low that they're not sure if government is the problem or the solution for their children," said Robert Keeshan, a coalition board member better known as television's longtime "Captain Kangaroo."

■ **The percentage of teenagers who say they use drugs or alcohol continues to decline,** according to the results of a new federal survey.

The household survey of more than 32,000 people conducted by the National Institute on Drug Abuse found that, among adults, the number who say they use cocaine at least once a month increased by almost one-fifth over last year's total. There was also an increase in the number of adults being treated in emergency rooms for cocaine-related problems.

Among youths ages 12 to 17, however, the percentage who said they used cocaine during the previous month dropped from 0.6 percent in 1990 to 0.4 percent last year. Lower percentages of youths also reported using alcohol, cigarettes, and hallucinogens, the survey found. ■

STATES

Maine Becomes Eighth State To Join Re:Learning Reform

Maine has become the eighth state to join Re:Learning, a cooperative education-reform initiative sponsored by the Education Commission of the States, the Coalition of Essential Schools, and participating states.

Nine school districts in Maine will participate in Re:Learning, a research-based effort that encourages teachers and administrators to redesign their schools to get all students more directly involved in their learning.

"Our investment in Re:Learning becomes even more important during these difficult times," said Gov. John R. McKernan Jr. "I am convinced that the changes we make today will pay off many times when our economic recovery begins."

More than 350 schools around the country are using the Re:Learning approach. Indiana is expected to announce its participation later this month.

■ **Texas state officials must close at least one state school for mentally retarded individuals and move 600 residents of similar facilities around the state to placements in the community,** under a settlement approved last week in a long-running federal court case.

The agreement is the third approved in the 17-year-old lawsuit challenging the quality of care in state institutions for the mentally retarded. The plaintiffs charged that residents are often inappropriately warehoused or are abused and neglected in the state schools.

In his order, U.S. District Judge Barefoot Sanders said "significant and lasting improvements had been made" in the state's system of care for those individuals.

Judge Sanders said the lawsuit could be dismissed seven days after the first school is closed and residents are relocated.

The court also will monitor the community placements for two more years.

A task force appointed by the state legislature is already at work trying to determine which, if any, of the state's 13 institutions should be closed. The panel is expected to make a recommendation to the governor by March.

Some parents had opposed the agreement because they said their children would not be able to function in the community-based programs. It was favored, however, by other advocates for the mentally retarded, including representatives for the plaintiffs. ■

DISTRICTS

Florida County First To Mandate Family-Related Leave for Workers

The county commission in Dade County, Fla., has passed a measure making it the first local government in the nation to require private businesses to provide family-related unpaid leave.

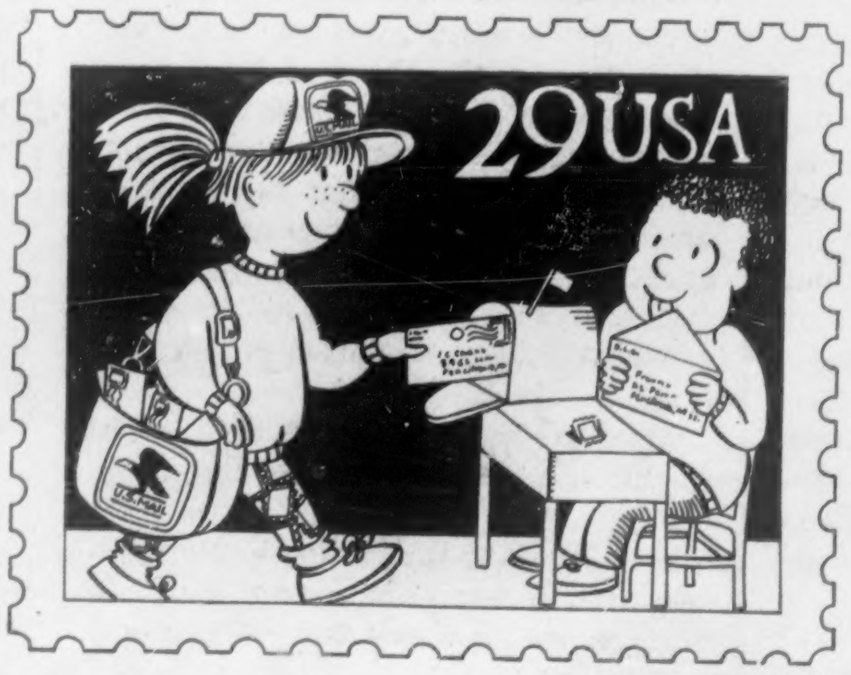
The measure, approved on an 8-to-1 vote Dec. 17 and scheduled to take effect 90 days from then, requires employers with more than 50 workers to grant up to 90 days of unpaid leave every two years for workers to care for a newborn, adopted, or newly placed foster child; a seriously ill close relative; or the workers' own serious illness.

It applies to county employers, private businesses in Dade County and businesses in Broward County that conduct business with Dade.

While some municipalities have considered family-leave laws covering city workers, experts say the Dade County ordinance makes it the first local government to extend the mandate to private employers.

According to the Women's Legal Defense Fund in Washington, 10 states have family-leave laws that apply to private as well as state employers, while about 7 have laws

A Trip to 'Pencilvania'



Leila Cabib

A visit to one New Mexico elementary school will find you strolling into Write Avenue and Letter Drive rather than individual grades.

Once there, you will find that ordinary school desks have become "rural address locations" serviced by mail carriers who are under age 12.

For this school year, the 96-student Elida Elementary School has been transformed into "Pencilvania, U.S.A.," a "town" with its own ZIP code—88117.

The U.S. Postal Service chose the school—and even contributed an official mailbox, mailbag, and mail carrier's cap—with the aim of teaching the students how a post office is run.

The students took a field trip to the local post office and watched a videotape to prepare them for the many duties involved, such as sorting and delivering mail.

About three days a week, students spend 15 or 20 minutes writing letters to friends, pen pals, and sometimes teachers, explains Nancy Ward, the school's principal and 1st-grade teacher. The students also design their own stamps, she says.

The increased communication has been helpful on many levels, Ms. Ward says. "If a student needs help, we write to them, and that really ups the ego," she notes.

Every six weeks, the responsibility for running the show is handed down one grade level. Students are given a test, and the high scorers are voted on by their classmates to determine the current postmaster, his or her assistant, and a mail carrier.

The school's first postmaster, 12-year-old Tony Nandino, said the best part of the job by far was "seeing the kids when they got the mail, especially the younger kids."

"Their faces would light up and everything," he said. —W.M.

covering only state employees and several others have maternity-leave laws protecting women's jobs for the period of pregnancy-related disability.

In Florida, a law requiring state employers to grant workers up to six months of job-protected unpaid maternity leave was expanded last spring to include leave for fathers and to cover adoption or the serious illness of a family member.

At the federal level, family-leave measures have been approved by both houses of the Congress and await action by a conference committee, but the Bush Administration has threatened a veto.

■ **The Durham County (N.C.) Board of Commissioners has sued the North Carolina Board of Education, charging that the state board exceeded its authority in rejecting the commissioners' plan to merge the Durham city and county schools.**

The commissioners, who filed their complaint last month in Wake County Superior Court, want the court to order approval of the merger plan.

The main issue of contention in the merger proposal, which would combine the predominantly white county schools with the mostly black city schools, involves the method of electing the new school board. County residents have complained that they would not have enough control over the merged system.

"The level of disagreement about the merger within the county," said Edwin Speas, a senior deputy attorney general for the state, "suggested that implementation of the plan might not be successful and, thus, not in the interests of the children."

When community opposition to the original merger plan surfaced last fall, the state board of education asked Durham County officials to develop an alternative proposal. But the commissioners resubmitted the same plan, which the state board subsequently rejected.

In their suit, the Durham commissioners argue that the state board lacks the authority to reject a merger plan based on community opposition and that the board acted "arbitrarily and capriciously."

The board of education has 30 days to respond to the suit.

■ **A group of Cleveland homeowners late last month successfully blocked a spate of administrative-personnel actions by the city's lame-duck board of education.**

The group, consisting mostly of activists on housing and other issues, on Dec. 24 obtained a temporary restraining order from Cuyahoga County Common Pleas Judge Frank J. Gorman preventing the board from appointing Alan Mitchell, the district's financial administrator, as treasurer.

Roberta L. Reichtell, a housing activist who mobilized the homeowners' group, said she had questioned whether Mr. Mitchell was qualified to be treasurer. The judge upheld a state law requiring that the appointment of the treasurer be left until new board members took office on Jan. 2.

Two days later, the homeowners' group obtained a second restraining order from Common Pleas Judge Michael J. Corrigan preventing the outgoing board from awarding two-year contracts to 139 administrators. The judge said the administrators had not received evaluations and nominations for contracts from the district superintendent, as required by law.

The group also persuaded U.S. District Judge Frank J. Battisti, who oversees the city's school-desegregation plan, to order the school board to follow a state directive prohibiting it from approving the administrators' contracts.

■ **Homeless children in New York City face a wide variety of obstacles that may prevent them from even attending school,** a study asserts.

Advocates for Children, a local nonprofit group, charges the city's board of education with ignoring federal regulations that guarantee homeless children access to educational services.

The group based its study on interviews with 22 New York community-school-district coordinators responsible for ensuring that the nearly 3,000 children in the city's emergency shelters receive an education.

Among the findings from the study, entitled "And Miles to Go . . . ":

- Homeless preschool-age children rarely are placed in early-childhood programs, because of inadequate outreach efforts.
- Homeless kindergarten-age children routinely are denied access to schooling because programs in their districts are full or because they are placed in schools far from their shelters without being provided adequate transportation.
- The school system often fails to identify high-school students as homeless, so they do not receive the same services as other students at risk of dropping out.
- A lack of clothing and school supplies prevents some homeless children from attending school.
- School personnel are often insensitive to the needs of homeless children.

In response, city school officials have said that inadequate funding has created limited space in preschool programs for all children. They have acknowledged that homeless kindergartners sometimes must attend schools outside their shelter district, but said that transportation is provided in such cases. Futhermore, officials said, support services for homeless children in school and at shelters have been strengthened.

■ **School officials in Lake Forest, Ill., are weighing the fate of an elementary-school principal who has been found guilty of encouraging teachers to cheat on standardized student-achievement tests.**

Linda Chase was suspended from her $67,000-a-year position as principal of Cherokee Elementary School in November, when the district, in a Chicago suburb, began an investigation into why the school's students posted extraordinarily high scores on standardized achievement tests. The district later charged Ms. Chase with eight counts of encouraging faculty members to cheat in the administering and scoring of the tests.

A Lake County judge appointed James C. Bakk, a local lawyer, to hear the charges. Testimony was presented to packed audiences in five unusual public sessions.

Late last month, Mr. Bakk issued a report concluding that the district had proved five of its charges.

Mr. Bakk found that Ms. Chase directed teachers to erase and change answers written by pupils in their test booklets; distributed copies of the Stanford Achievement Test to teachers months before they were to be given; gave teachers classroom materials on subject matter that would later be covered on the tests; encouraged cheating by faculty members; and manipulated the distribution of state assessments to 3rd-grade teachers in violation of test guidelines.

Mr. Bakk said the district did not prove the three other allegations against Ms. Chase.

The district board was to meet last week to consider whether to demote Ms. Chase, who has denied all the charges, to a teaching job.

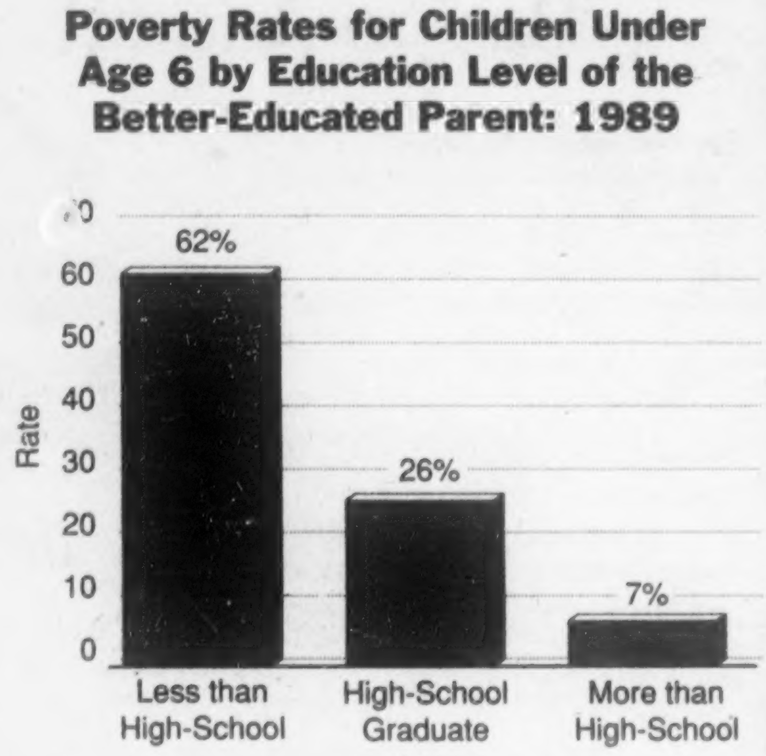
The district began the investigation when students at the school began scoring far better on the tests than students at the other three elementary schools in the district. Students' scores reportedly were as much as 40 percent higher than those at the other schools. ■

DIMENSIONS

Poverty and Education

Young children with better-educated parents are much less likely to be poor than are children of parents with a limited education, according to a report by the National Center for Children in Poverty.

Based on recent Census Bureau data, the center, an affiliate of Columbia University's school of public health, reports that the poverty rate among children under age 6 whose parents had less than a high-school education was 62 percent in 1989, compared with 7 percent among those who had at least one parent with more than a high-school diploma.


Poverty Rates for Children Under Age 6 by Education Level of the Better-Educated Parent: 1989

Source: National Center for Children in Poverty

The poverty rate was 26 percent among children with one parent who had no education beyond high school, suggesting that "a high-school diploma by no means assures a decent standard of living in the United States," the center reports.

Better-educated parents have access to more job opportunties, are able to work full time, and have more job security than their less-educated counterparts, the center found.

However, minority children under age 6 are more likely to be poor than white children, regardless of their parents' educational attainment. The poverty rate of children with a parent with more than a high-school education in 1989 was 10 percent for Hispanics, 22 percent for blacks, and 15 percent for other minorities. The rate was only 5 percent for white children.

Copies of the report, "Five Million Children: 1991 Update," are available for $3 each from the National Center for Children in Poverty, 154 Haven Ave., New York, N.Y. 10032. Make checks payable to Columbia University.

UPDATE

■ **The Seattle Board of Education has voted to require its 10 high schools and one alternative program to distribute condoms to students.**

The measure, which was approved by the board last month, contains no details about how the program will be implemented. Instead, the board asked Superintendent William Kendrick to present an implementation plan at a later meeting.

A spokesman for the district said the condom-distribution plan is not likely to begin in schools until the 1992-93 school year.

With its decision, Seattle joins New York City, Philadelphia, and San Francisco, among other districts, in voting to begin condom-distribution programs in schools. *(See Education Week, Dec. 11, 1991.)*

In a related development, the Chelsea, Mass., school committee voted last month to allow condoms to be distributed in the district's high school.

In doing so, the school committee overruled a stand against condom distribution taken by the Boston University management team that is running the district under a three-year contract. It is the first time the school committee has overruled the management team on a policy issue.

PEOPLE

■ The Michigan State Board of Education has unanimously chosen **Robert E. Schiller**, a deputy superintendent of instruction in Delaware, to be the state's new superintendent of public instruction.

Mr. Schiller, 44, was one of five finalists for the $83,100-a-year position left vacant when Donald L. Bemis resigned in June under pressure from Republicans on the board.

■ **W. Frank Blount**, the president of the New American Schools Development Corporation, is resigning next month to become chief executive officer of an Australian telecommunications corporation.

Mr. Blount, who had been on loan from the American Telephone and Telegraph Company, led the new-schools corporation since its inception last summer.

Officials said the search for a successor has already begun.

■ **Judith E. Lanier**, the dean of the college of education at Michigan State University, has resigned to work full time for the Michigan Partnership for New Education.

Ms. Lanier said recently that she expects to begin her new job some time in the next six months.

The Michigan Partnership, which links business, education, and government, hopes to fund 25 "professional-development schools" to prepare new teachers.

■ Superintendent of Education **Wilmer S. Cody** of Louisiana will step down from his post on Jan. 12, the day his contract expires.

Mr. Cody, who announced his resignation last month, has been superintendent since 1988. He previously was the superintendent of schools in Montgomery County, Md.

The Louisiana Board of Elementary and Secondary Education is expected to discuss a successor for Mr. Cody at its Jan. 14 meeting.

It is unclear, however, if the board can legally name a permanent successor because board elections were postponed from last fall. A state law prevents the board from hiring superintendents who will serve for a longer period than members of the state board. ■

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 17 · January 15, 1992

© 1992 Editorial Projects in Education / $3.00

School Workers Eligible for Aid In Jobless Law

Districts Fear Impact If States Back Benefits

By Mark Pitsch and Daniel Gursky

School-district officials across the country are bracing for possible battles in their respective statehouses over legislation that could leave districts paying out hundreds of thousands—perhaps millions—of dollars annually in unemployment benefits.

At issue is a little-known provision contained in the federal unemployment-compensation bill signed by President Bush last November. It gives states the option of making nonprofessional school personnel—such as bus drivers, maintenance workers, and food-service workers—eligible for unemployment compensation during the summer months when they are not employed by their school districts.

"It's [potentially] devastating. There's no other way to say it," said Laurie A. Westley, the chief legislative counsel for the National School Boards Association.

"There are schools that are having a hard time keeping their athletics programs, keeping their music programs," she said, "and then you add [a payout of] $8 million or $9 million—there isn't discretionary money left."

District administrators, school-board officials, and representatives of the N.S.B.A. and the American Association of School Administrators said that local districts would be required to reimburse fully the federal unemployment-insurance fund should the school workers be granted the summertime benefits.

Typically, private-sector employers pay a percentage of their employees' wages into the federal fund. State and local govern-

Continued on Page 24

Tonya Ross, right, believes that her certificate from Harlem High School in Rockford, Ill., helped her land her job in a doctor's office.

John Booz

Putting Graduates Under 'Warranty' Gains Favor in Districts and States

By Meg Sommerfeld

An increasing number of school districts, as well as a handful of states, are seeking to restore public and business confidence in education by issuing "warranties" on their graduates.

Under such policies—which some observers dismiss as low-cost public-relations gimmicks—schools promise to take graduates back for remediation if their employers find them lacking in certain requisite skills.

At least 50 school districts have adopted the guarantees since the idea surfaced in the late 1980's, according to Melodye Bush, an information specialist at Education Commission of the States. At least two states, West Virginia and Colorado, are implementing warranty programs on a statewide basis, and a number of others, including New Jersey and Indiana, have policies under consideration.

The concept attracted new attention last November, when Superintendent William R. Anton of the Los Angeles Unified School District announced that the district, the nation's second largest, would guarantee the skills of its graduates starting with the class of 1994. *(See Education Week, Nov. 13, 1991.)*

The country's largest school district, the New York City system, will decide by the end of the current academic year whether to introduce a similar initiative, Kim Bohen, a spokesman for Schools Chancellor Joseph A. Fernandez, said last month.

Such moves are most important as a

Continued on Page 16

'Supply Side' Reform or Voucher? Charter-School Concept Takes Hold

By Lynn Olson

Advocates bill it as a way to introduce diversity and autonomy into public education. Critics call it a subsidy for private schools.

But one thing is clear: Few people are neutral about a new Minnesota law that encourages licensed teachers to start and run their own independent public schools under contract or "charter" with a local school board.

The first such charter school was approved by the state board of education last month and could open as early as this fall. More than a dozen other proposals are under discussion as well. *(See Education Week, Nov. 27, 1991.)*

Sponsors argue that, by breaking school boards' monopoly on starting up and running public schools, the new law will be a "supply side" reform that will expand educational choices for students and free teachers from oppressive rules and regulations.

But the concept has been adamantly opposed by members of Minnesota's education establishment, who view it as a backdoor attempt to introduce private-school vouchers.

"It's generating more discussion sooner than I had expected," said State Representative Becky Kelso, one of the law's sponsors. "And it's every bit as controversial as I had feared."

While it continues to spur debate in Minnesota, the charter-schools idea also is spreading to other parts of the nation. Law-

Continued on Page 22

Study Shows a Rise In the Segregation of Hispanic Students

By Peter Schmidt

WASHINGTON—Hispanic students by most measures have become more segregated than blacks in American schools, according to a study released last week by the National School Boards Association.

For African-Americans, the study found, the degree of school segregation has remained fairly stable since the early 1970's.

The report, an analysis of federal and state data commissioned by the N.S.B.A.'s Council of Urban Boards of Education, warns that current trends point toward more isolation of both black and Hispanic students in the future if problems of segregation in suburbs as well as inner cities are not addressed.

"We now have Hispanic ghettos and barrios where virtually all of the students in the classroom are Hispanic," Gary Orfield, one of the study's authors, said in releasing the findings at a press conference here. He called Hispanic segregation "a major national problem."

Although little is known about the im-

Continued on Page 19

Experts Uncertain About Impact of Disabilities Act on Schools

By Debra Viadero

A new federal law designed to break down barriers for disabled people could lead to changes in way the nation's public and private schools do business.

Unfortunately, legal and educational experts are not sure what those changes might be.

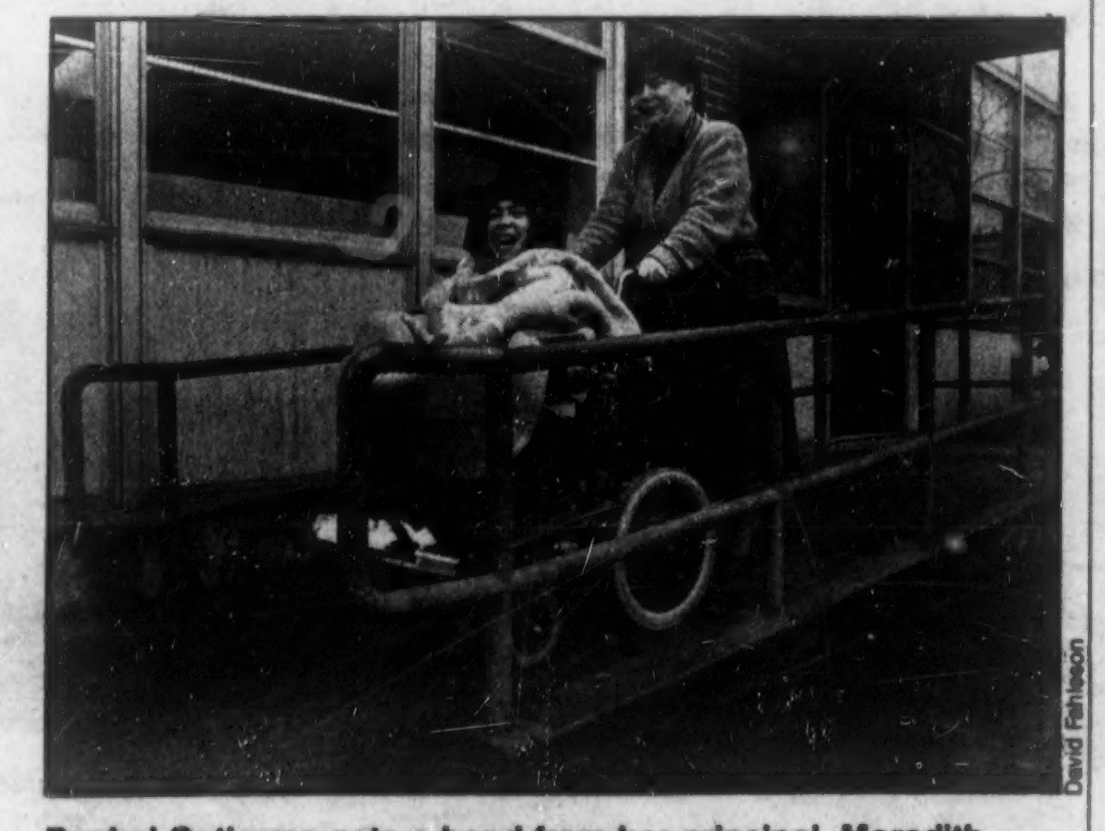
Hailed as a victory for the country's 43 million disabled people, the Americans With Disabilities Act essentially bars all forms of discrimination against the handicapped.

Most public and private employers, for example, will be prohibited from discriminating against the disabled in their hiring and promotion practices. Also, "places of public accommodation" will have to make sure disabled persons can easily use their facilities and services. Organizations that fail to comply may find themselves vulnerable to lawsuits.

The new law, parts of which take effect on Jan. 26, is primarily targeted at private businesses and institutions, including private schools. For the most part, those entities have never been covered under previous laws banning discrimination against the disabled.

Most public schools, like all agencies that receive federal funds, already have to ensure they do not discriminate against the disabled

Continued on Page 18



Rachel Gutierrez gets a hand from her principal, Meredith Wedin, at the T.H. Rogers School in Houston.

David Fahleson

Also in the news

8 **Ups and Downs**
The economic downturn has meant less funding, but an upsurge in students, for the nation's community colleges.

23 **No Blue Ribbon?**
A round of protests leads Lamar Alexander to search for funds to restore a popular school-recognition program.

IN SUMMARY

Making the Grade
High-school athletes heading for college will have to post better grade-point averages in more courses under new rules passed by the National Collegiate Athletic Association last week. **Page 4.**

Reform Versus Busing
School officials in Louisville, Ky., have voted to cut back drastically on involuntary busing in order to push ahead with efforts mandated under the state's landmark reform law. **Page 5.**

Mayor Under Fire
Mayor John O. Norquist of Milwaukee is drawing fire for a published article in which he advocates the eventual end of public school systems in urban areas. **Page 5.**

Easing Day-Care Rules
The Internal Revenue Service has issued a ruling making it easier for family day-care providers to claim a business deduction on their federal income-tax returns. **Page 8.**

Child Care and Welfare
A federal judge has ruled that California must provide child-care services to welfare clients who are enrolled in state-approved education and training activities. **Page 9.**

Unprotected Children
Employer-provided health-insurance plans are increasingly less likely to provide coverage for children, a new Children's Defense Fund study asserts. **Page 10.**

Lone Star Cash Crunch?
Texas school officials are concerned that some businesses may not pay their property taxes this month in hopes that the state supreme court will strike down the state's school-finance law. **Page 20.**

Appointments	**28**
Commentary	**25 and 36**
Deadlines	**27**
Early Years	**9**
Events	**27**
Federal File	**23**
Focus On: Research	**6**
Health	**11**
Letters	**26**
Marketplace	**29**
Publishing	**25**
State Journal	**20**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 17.

ACROSS THE NATION

NATIONAL

Study Says Most Runaway Youths Were Physically, Sexually Abused

More than 60 percent of runaway and homeless teenagers in shelters and transitional-living facilities were physically or sexually abused by their parents, the results of a national survey show.

The study, based on a survey of 170 federally funded agencies that provide basic shelter and other services to runaway and homeless youth, found that many of these teenagers have longstanding problems that would make it difficult for them ever to return home.

The survey was conducted by the National Association of Social Workers under a grant from the U.S. Department of Health and Human Services.

The study found that 38 percent of the teenagers had been in foster care some time during the previous year, that 20 percent had come from directly from a foster or group home, and that 11 percent had been living on the street before coming to a shelter.

According to the survey, 29 percent of the teenagers reported having parents who had problems with alcohol; 24 percent of the parents were drug abusers. The teenagers, whose average age was 15, often had their own mental and social problems to contend with as well. One-fifth of the adolescents reported having attempted suicide, one-quarter had mental-health problems, and 23 percent were drug abusers, the study found.

Workers at more than 80 percent of the shelters said that the problems faced by runaways have changed over the years. Today's problems include more drug and alcohol abuse by both parents and children, greater economic problems, and more mental-health and school-related problems. ■

STATES

Illinois High Schools Get Tougher Student-Recruitment Regulations

Tougher restrictions on the recruitment of grade-school and junior-high athletes will be imposed on Illinois high schools beginning July 1.

The Illinois High School Association last month voted to expand and elaborate on its definition of what constitutes acceptable and unacceptable practices of attracting students. The current definition merely prohibits the use of "undue influence" to secure or retain the attendance of a student.

David Fry, the executive director of the high-school association, said the group based its decision in part on the recommendations of a special committee formed to improve the relationships among various factions that perceived inequities between public and nonpublic member schools.

The new rules are also expected to prevent many of the abuses that have been witnessed or documented in recent years. In a recent series, *The Chicago Tribune* recounted the pervasive use of questionable tactics to lure grade-school students to particular high schools.

"We want to build a barrier that protects kids and high-school athletics against the . . . abuses," said Mr. Fry.

One new provision curtails the role of high-school coaches in dealing with pre-high-school youths. Another forbids high schools to place an overemphasis on their athletic programs at the expense of academic and other extracurricular programs during presentations to children in the lower grades.

New York State Teachers Charge Sex Bias in Pension System

A group of nearly 1,200 teachers in New York State has filed a complaint with the state's equal-employment-opportunity commission asking for an investigation of whether the New York Teachers' Retirement System discriminates against women.

New York's four-tiered pension plan reduces benefits for teachers who leave their positions temporarily to care for children or aging parents, or who leave the state to follow a spouse who is changing jobs. Upon their return, the teachers are placed in a lower tier of the pension plan, causing them to lose an estimated $8,000 to $11,000 annually in retirement benefits, according to Lisa Maurer, a lawyer representing the coalition of complainants, all of whom are currently teaching.

"In a system where the overwhelming majority are women," the affidavit reads, "this pension plan conforms to and rewards the male work pattern" of uninterrupted long-term service for a single employer.

The complainants seek to recover prior contributions they made to the retirement system, which are estimated at more than $14 million, and another $3.5 million annually until their retirements to bring them to the level of top-tier benefits

■ **The Nevada Supreme Court has overturned a lower-court ruling and ordered a trial in an educational-malpractice case filed against a Washoe County private school.**

The high court, in a 5-to-0 ruling, last month held that there were enough facts to support a claim of breach of contract and misrepresentation against Cambridge School by Bonnie and Burke Squires on behalf of their son Brandon.

The court did not rule on the educational-malpractice claim itself.

The parents, who enrolled the boy in the private school specifically because they feared he might have trouble learning to read, maintain that the school exposed Brandon to inexperienced teaching interns.

In addition, they charge, the school failed to notify them of any reading problems for four years until they received a fourth-quarter report recommending that Brandon repeat the 2nd grade.

Brandon, who has been identified as extremely bright, subsequently enrolled in a public school only to be retained because of his poor reading skills. As of February, he was a 12-year-old 4th grader, court documents said.

The boy alleges injury to his mental and emotional development, according to the court ruling, and his parents allege monetary damages in the form of wasted tuition and the cost of three years of private tutoring. ■

DISTRICTS

Ohio District Faces Heavy Losses In Tax Settlement With G.M.

The General Motors Corporation and the Ontario, Ohio, school district have settled a tax dispute that will end up costing the district more than $1 million in back taxes and an annual loss of more than $135,000.

The corporation challenged the appraised value of its Ontario-Mansfield plant before a local board of tax appeals in 1987. When that board ruled in the favor of the school district, G.M. appealed to a state-level appeals board.

The district and the corporation agreed on a settlement, however, under which the the value of the G.M. plant is reduced from $52 million to $46.7 million for the tax years from 1987 to 1989, and to $36.3 million for the tax years 1990 to 1995.

Under the settlement, the district, which receives 70 percent of the real-estate and personal-property taxes G.M. pays on the plant, must repay more than $316,000 in back taxes for 1987 through 1990. In addition, the district will lose nearly $400,000 in other taxes for various years and more than $135,000 per year for tax years 1990 to 1995.

The district's superintendent, Gregg Morris, said he was "very disappointed by

An Urban Monument

STOP THE VIOLENCE
VICTOR VARGAS
JOHN CHAMBERLAIN
NATASHA L. HARRIS
KARLTIA HUNTER
GREGORY McDOWELL
LINDA M. GARCIA
MELVIN WESTON
SHERRION MAYES
DAMION DAWSON
IMOGEN CLARK
STEVEN J. LICEAGA
LIONEL RHODAN
ANGEL RODRIQUEZ
WILLIAM GOMEZ
ANTHONY SMITH Jr.
HOWARD OLES Jr.
CHRISTOPHER DEMBY

Todd Buchanan/Philadelphia Inquirer

Members of a Philadelphia group called the Anti-Graffiti Network add names to a mural dedicated to children who have died in urban violence since August 1990.

Shrinking Number of Children Found Covered by Employer Health Insurance

By Ellen Flax

WASHINGTON—Employer-provided health insurance—the primary form of health insurance for most Americans—is increasingly less likely to provide coverage for children, the results of a new study show.

The report, completed by a Washington-based advocacy group, the Children's Defense Fund, found that almost 40 percent of all children, or 25 million youngsters under the age of 18, are not covered by health insurance through a parent's employer.

In 1977, the study says, 72.8 percent of all children were covered by health insurance through an employer-provided plan. By 1987, that proportion had dropped to 62.9 percent.

If the trend continues, the study estimates, about half of all children, and 80 percent of black children, will not be covered by employer-based health insurance by the end of the decade.

Even children who are covered under employer-sponsored plans may find their insurance to be tenuous. Over the next 28 months, due to a parent's job change, unemployment, or disability, nearly 40 percent will go without coverage at some point, the report predicts.

"The voluntary system of employer-provided health insurance is in disarray, and there is no more visible sign of its decline than the unraveling of coverage for children," Marian Wright Edelman, the president of the C.D.F., said at a press conference.

Data such as those contained in the C.D.F. report are likely to fuel an already hot election-year debate about the best ways to provide health coverage for the estimated 35 million Americans who lack any insurance. About 8.4 million children, or about 13 percent of all youngsters in the United States, have neither private nor public health coverage, according to the C.D.F.

40 percent not covered, up from 27 percent in 1977, C.D.F. finds.

The group attributes the declining percentage of covered children to three major trends:

- As the cost of premiums continues to rise, many employers no longer include spouses or children in their health-insurance plans;
- Many of the new jobs created during the past decade do not include any health benefits, not even for the working parent; and
- Even for parents who want to buy family health plans on their own to cover their children often find the cost prohibitive, sometimes reaching as high as $12,000 a year.

When offered the chance to buy health insurance for their children at lower group rates from their employers, about 90 percent of parents do so, the C.D.F. found. But a growing percentage of employers no longer offer parents the option, the group says.

Coverage of Minority Children

The report, which drew on data collected by the U.S. Census Bureau and the U.S. Department of Health and Human Services, underscores the importance of Medicaid, which is gradually being expanded to include older children, in providing health coverage to poor youngsters.

The program covered about 11.9 million children in 1990, and, if it were not for Medicaid, the number of totally uninsured children would have more than doubled, from 8.4 million to 18.1 million, the report estimates.

Proportion of Children with Employer Insurance, 1977-2000*

	1977	1987	2000
Total	72.8%	62.9%	50.0%
Black	52.5%	38.1%	19.4%
Two-parent, one wage earner families	83.0%	73.3%	60.7%
Low income	63.4%	47.0%	25.7%
Middle income	83.6%	79.0%	73.0%

Source: Children's Defense Fund   * Based on average annual rate of change, 1977-1987.

At the same time, the insurance situation for children from working-poor and middle-class families continues to decline, the study found.

About 63 percent of children from working-poor families, and 83.6 percent of middle-class children, had employer-based health insurance in 1977, the report says. A decade later, 47 percent of working-poor children and 79 percent of middle-class children were still covered.

Over the same decade, children were less likely to be insured, whether or not both parents worked, only one parent worked outside the home, or they came from a single-parent family, the study found.

Black and Latino children were consistently less likely to be covered by private health insurance than white children, the report says.

In 1990, two-thirds of white children had insurance from a parent's employer; in contrast, only 40 percent of black and Latino children had such coverage.

Between 1977 and 1987, black and Latino children were more likely to lose their health insurance than white children, the study found.

Copies of "Children and Health Insurance" are available for $4.50 each, postpaid, from the C.D.F., 122 C St., N.W., Washington, D.C. 20001.

Most High-School Students Sexually Active, C.D.C. Finds

By Ellen Flax

More than half of all high-school students say they have had sex, according to the first federally funded national survey on the sexual behavior of 9th to 12th graders.

A majority of the sexually active students responding to the survey reported that they do not use a condom regularly, and 1 in 25 students said they have had a sexually transmitted disease.

Black students, the study conducted by the U.S. Centers for Disease Control found, were more likely than white or Hispanic students to have had sex, and boys were more likely than girls to have done so.

By the time they graduate from high school, nearly three-quarters of all students have had sexual intercourse, the report says.

Federal officials have long been interested in obtaining this sort of data, because about 1 million adolescent girls become pregnant each year, and 86 percent of all sexually transmitted diseases occur among people ages 15 to 29.

But gathering such information has long been a controversial undertaking. Last summer, a federal survey solely on the sexual behavior of teenagers was canceled by U.S. Secretary of Health and Human Services Louis W. Sullivan. *(See Education Week, July 31, 1991.)*

In canceling the survey, Dr. Sullivan said he was concerned that sexually explicit questions would unintentionally send the wrong message to adolescents.

But most of those who have had sex failed to use a condom.

Part of Broader Survey

The new study, in contrast, was part of the C.D.C.'s Youth Risk Behavior Survey, which asked a nationally representative sample of 11,631 students in grades 9 to 12 about a variety of health issues and risk behaviors.

Over the past few months, the C.D.C. has released the results of other parts of the survey concerning student drug use, suicide attempts, smoking, dieting, and exercise.

Questions were raised in some states about the propriety of asking students questions about their sexual activities. Nonetheless, the states and the C.D.C. were able to gather the information.

While the canceled survey would have asked students about both same-sex and opposite-sex behaviors, the C.D.C. survey focused only on heterosexual activities.

Older students were more likely to report that they were sexually experienced: 39.6 percent of 9th-grade students, but 71.9 percent of seniors, said they had had intercourse.

Black students, the survey found, were far more likely than white or Hispanic students to have had sex. Nearly 88 percent of the black males, and 60 percent of the black females, said they had had intercourse. In contrast, slightly more than half of all white students and Hispanic students said they had begun sexual activity.

Over all, 54.2 percent of the students reported having had sex, with 48 percent of the girls and 61 percent of the boys saying they were sexually experienced.

Nearly 40 percent of the students said they had had intercourse during the three months prior to the survey. Girls were less likely than boys to be currently sexually active: 36.4 percent of girls reported having had sex recently, compared with 42.5 percent of the boys.

Use of Contraception

Roughly 78 percent of both male and female students who reported having had sex recently said they had used some form of birth control during their most recent sex act.

Hispanic students were the least likely to report using birth control, while white students were the most likely to say that they had.

However, fewer than half of the sexually active students said they had used a condom during their most recent sex act. Black students were the most likely to report using a condom, and Hispanic students the least likely.

To reduce the incidence of teenage sex and sexually transmitted diseases, the C.D.C. in its report recommends more stringent sex-education programs.

"Education programs should provide adolescents with the knowledge, attitudes, and skills they need to refrain from sexual intercourse," the report concludes. "For adolescents who are unwilling to refrain from sexual intercourse, programs should help to increase the use of contraceptives and condoms."

QUALITY - TIME TESTED - EFFECTIVE
DYNAMIC HEALTH PROGRAM
K-12 · SKILL · OUTCOME & ACTIVITY BASED
DRUGS · SEX ED · FITNESS · STRESS · ABUSE · ETC.
SEND FOR FREE INFO-> HEALTH SKILLS FOR LIFE
PO BOX 22936
EUGENE, OREGON 97402

ORDER EDUCATION WEEK
FOR YOUR CLASSROOM TODAY

EDUCATION
WEEK
IN THE
CLASSROOM

Ordering **EDUCATION WEEK** for your classroom is both easy and affordable. First, you estimate the number of copies you will need. Then, tell us what week you want the first issue to arrive. We'll take care of the rest.

After three weeks, if the number you actually need is different from the estimated number, just let us know. We'll make sure you get the exact number of copies desired and we'll bill you only for the needed number even if it's less than you first estimated.

The price is just $1.05 per copy. And the only restriction is that you order at least 10 copies per class for a minimum of five weeks.

When you sign up for a Classroom Subscription, you'll receive a complimentary copy for yourself for the duration of the Classroom Subscription.

To order call Christina Jessie at
(202) 686-0800, or write to:
EDUCATION WEEK, Classroom Subscriptions
4301 Connecticut Ave., N.W.
Suite 432, Washington, D.C. 20008

N.S.B.A. Study Documents an Increase In the School Segregation of Hispanics

Continued from Page 1

pact of segregation on Hispanic children, researchers do know that "isolated Hispanic schools are doing very badly," said Mr. Orfield, a professor of education and social policy at Harvard University.

The report, entitled "Status of School Desegregation: The Next Generation," also found that:

- Contrary to the expectations of many educators and civil-rights activists, the policies of the Reagan Administration appear to have had little negative impact on the integration of blacks and whites in schools. The policies may, however, have significantly worsened the segregation of Hispanics.
- Only school-desegregation programs involving both cities and their suburbs have been successful in deterring "white flight."
- Asians appear to be well integrated into mostly white schools, although there is some evidence of increasing Asian segregation in Western states.

'Patterns of Isolation'

The study, released in draft form, was based on the 1990 census and 20 years of data collected by the Education Department's office for civil rights, the most recent of which were 1988 data from 40,000 schools.

> Trends point to growing isolation of blacks and Hispanics.

Conducted by Mr. Orfield and Franklin Monfort, an honorary fellow at the University of Wisconsin Center for Demography, the study is the third on school desegregation undertaken by the N.S.B.A. in the past decade, and one of the first on the subject to examine such issues as segregation in large suburbs.

The federal government has not carried out a full survey on the racial composition of American schools since 1976. The inadequacy of federal data gathered since then has prevented an accurate examination of some states and several major districts, especially those located in suburbs, the new report says.

In examining Hispanic enrollment trends, the N.S.B.A. study found that the segregation of Hispanics has increased steadily as their share of the student population has grown over the past two decades, from less than 5 percent to more than 10 percent.

The average Hispanic student living in the Western region of the country saw his school go from less than half minority in 1970 to two-thirds minority by 1988.

"Hispanics in California and Texas are more segregated than blacks in Alabama or Mississippi in terms of educational experiences," Mr. Orfield said.

Nationally, Hispanic students have become more isolated than blacks by most measures. During the 1988-89 school year, for example, while about 63 percent of blacks attended schools that were less than half white, almost three-quarters of Hispanic students attended schools that were primarily minority.

"Patterns of virtually total isolation are emerging for a growing number of Hispanics, but this is not because Hispanics prefer segregation," the report says, citing a national survey by *The Boston Globe* that found four out of five Hispanics favor desegregation even if busing is required.

Residential Segregation

The report says that "the demographic trends are probably the dominant force in the increasing segregation" of Hispanic students. It notes that the Hispanic population's high immigration rates, relative youthfulness, and high fertility rates would cause them to be in contact with proportionately fewer whites even in a totally integrated U.S. society.

Even so, it points out, Hispanic segregation has taken place much faster than demographic trends should have warranted, largely due to residential segregation in areas where most Hispanics have settled.

Political resistance to busing and other programs designed mostly to integrate white and black students also appears to have had the effect of preventing government agencies from trying to integrate the nation's soaring Hispanic population, the report says.

Although the Hispanic population is largely Catholic, the authors note, it has remained overwhelmingly concentrated in public schools, even in big cities where earlier immigrant waves filled parochial schools and large percentages of white students still attend them.

Regional Trends

In the Northeast, where Puerto Ricans are the largest Hispanic group, almost 80 percent of Hispanic pupils in 1988 were in predominantly minority schools, the study found; 44 percent attended schools that were more than 90 percent minority.

In the South, 80 percent of Hispanic students attended mostly minority schools in 1988, a 5 percent rise from two years before.

The Mexican-Americans concentrated in the West and Midwest also experienced steady increases in segregation over the past two decades.

Texas and California, which accounted for 57 percent of the nation's Hispanic students during the 1988-89 school year, have both seen significant legal and political challenges to desegregation programs over the past two decades, the report notes.

Rate for Blacks More Stable

By comparison, the report says, the degree of school segregation confronted by African-Americans has remained fairly stable since 1972, despite Reagan Administration policies that were widely criticized as being intended to dismantle desegregation requirements in the South.

Federal policies during the late 1960's and early 1970's transformed schools in the South from being the most segregated to the least segregated in the nation. But the 1974 U.S. Supreme Court decision in *Milliken* v. *Bradley*, the reports says, effectively halted most further school-desegregation efforts, particularly in the North and the West, by protecting mostly white suburbs from inclusion in urban desegregation programs.

As of the 1988-89 school year, public schools with enrollments that were more than 90 percent minority educated 48 percent of black children in the Northeast, 42 percent in the Midwest, and 24 percent in the South, the report says.

No big-city district has been successful over the past two decades in stopping the movement of white residents to suburban districts with few minority students, the authors say, and cities with voluntary desegregation programs, or none at all, appear to have lost white residents as quickly as those with involuntary busing.

Only Indianapolis, Broward County, Fla., and other districts with mandatory desegregation programs involving both cities and suburbs appear to have deterred "white flight," according to the study.

More Diverse Suburbs

While the minority population of the suburbs has increased rapidly in the past two decades, few attempts have been made to prevent resegregation in the suburbs, the report says.

By 1990, it says, resegregation had emerged as a bigger problem in many suburbs, especially older ones, than in the cities they surround.

The report calls for the establishment of school and housing policies to prevent suburban segregation, as well as new federal, state, and local efforts to promote school integration.

As minorities become the majority in many districts, the report suggests, educators may also need to adopt a new definition of desegregation that includes integration between two or more minority groups.

Percentage of Hispanic Students in Predominantly Minority Schools

	1986	1988	Change
South	75.2	80.2	+5.0
Northeast	78.2	79.7	+1.5
Midwest	54.3	52.3	-2.0
West	69.9	71.3	+1.4

Percentage of Hispanic Students in 90-100 Percent Minority Schools

	1986	1988	Change
South	38.6	37.9	-0.7
Northeast	46.4	44.2	-2.2
Midwest	23.5	24.9	+1.4
West	24.7	27.5	+2.8

Source: National School Boards Association

EDUCATION WEEK...

your key to increased conference attendance

If your organization is hosting an education conference, *Education Week* readers should know about it.

Education Week readers are education's movers and shakers. They search out the latest news in the field, the most recent developments. And they act on what they learn.

Conventions, conferences, and seminars are important professional development sources for them. In fact, according to our readership survey, the average *Education Week* reader attends three professional conventions each year.*

To make sure yours is one of the conferences they attend, advertise it in the pages of *Education Week*. Here, amidst this week's education news, the announcement of your program is sure to get the notice it deserves.

Other groups who have found success advertising their programs in the pages of *Education Week* include:

American Association of School Personnel Administrators
American University
Association for Moral Education
Bard College
Bryn Mawr School
Business and Educational Leadership Associates
Center for Recruitment and Retention of Minorities in Education
Children's Television Workshop
Council for Exceptional Children
Council of Administrators of Special Education
Delphi Foundation
Educational Testing Service
Educational Records Bureau
Effective Schools
F.L.I.T.E. 6
Georgia Southern University
Harvard University
International Council on Educational Leadership
Miami-Dade Community College
National Alliance of Black School Educators
National Association for Science, Technology, and Society
National Association for Year-Round Education
National Association of Elementary School Principals
National Association of Partners in Education
National Center for Peak Performing Schools
National Council of States on Inservice Education
National Dropout Prevention Conference
National Education Association
National Educational Computing Conference
National School Boards Association
National School Conference Institute
Network of Performing and Visual Arts Schools
North Cook Educational Service Center
Northeast Conference on the Teaching of Foreign Languages
Orton Dyslexia Society
Our Other Youth
Outcome-Based Education Conference
Outcomes Associates
Rochester Public Schools
San Diego City Schools
Suffolk II BOCES
Teachers College—Columbia University
Teachers of English to Speakers of Other Languages
University of Texas at Austin

Add your name to the list today! Call Michael McKenna at 202/686-0800 or 800/346-1834 for more information on advertising in *Education Week*.

*June 1989 *Education Week* Readership Study, Fosdick Associates of Florida, Inc.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 18 · January 22, 1992

© 1992 Editorial Projects in Education / $3.00

Study Challenges 'All or Nothing' View of Dyslexia

Study Finds Severity of Disability Varies Widely

By Debra Viadero

A new study of Connecticut schoolchildren challenges the traditional view of dyslexia as a permanent disability that is easily distinguishable from other kinds of reading problems children encounter in their elementary-school years.

Rather, researchers at the Yale University School of Medicine have concluded, the disability, like hypertension or obesity, varies in severity.

Children considered to be dyslexic in the 1st grade may no longer fit the same classification two years later, they said. Conversely, children who are not seen as dyslexic early on may qualify for special help in reading as they grow older.

"It does seem dyslexia is not an all-or-nothing phenomenon," said Robert Makuch, an associate professor of public health at Yale University School of Medicine and one of the study's authors. "What this also implies is that children need constant monitoring as they progress through grade school."

The World Federation of Neurology defines dyslexia as a disorder "manifested by difficulty in learning to read despite conventional instruction, adequate intelligence, and sociocultural opportunity."

Children with the disorder sometimes transpose letters or have difficulty matching sounds to the letters or groupings of letters they see on a page.

The disability affects an estimated 10 percent of all schoolchildren, and, in recent years, it has been assumed to have a biological basis.

In the study, published Jan. 16 in the *New England Journal of Medicine*, the researchers described their effort to track 414 randomly selected Connecticut children from when they entered kindergarten in 1983.

Continued on Page 9

Also in the news

4 **'Chop From the Top'**
The Rochester, N.Y., teachers' union is urging administrative cutbacks to close an $8.5-million budget gap.

5 **Paying the Price**
Texas school officials levy heavy fines on the publishers of error-ridden history textbooks.

20 **Back to Work**
As the Congress gets back to work this week, a fierce partisan battle looms over education policy.

Indians Go on Offensive To Fight Alcohol's Effects

By Peter West

ALBUQUERQUE, N.M.—For James Robideau, combating the ill effects of fetal alcohol syndrome on another generation of Native American children is as much a question of cultural survival as it is a personal commitment.

At a recent seminar on the disorder, Mr. Robideau, a tribal lawyer for the Oglala Sioux who lives on South Dakota's Pine Ridge Reservation, watched as participants began to realize how F.A.S. had become woven into the fabric of their lives.

"They talked about the children that they have raised before any of them had become aware of F.A.S.—we've only become really aware in the last two to three years—and they said, 'Now, I understand. That's my grandson,' " he said.

Mr. Robideau and his wife, Karen, who teaches at the nearby Oglala Lakota College, are intimately familiar with the effects of F.A.S., a preventable form of mental retardation linked to maternal drinking during pregnancy. The couple's adopted child suffers from the malady, and they have opened a shelter in their home for other afflicted children.

But Mr. Robideau knows, too, that some experts on the Pine Ridge Reservation estimate that F.A.S. and a related, slightly less serious disorder called fetal alcohol effect are believed to afflict as many as 25 percent of the children born there.

And that means, he says, that scores of other youngsters on the reservation will enter school at a disadvantage and that, without intervention, the odds are good that the cycle of abuse and alcoholism among the Sioux will be perpetuated.

Mr. Robideau is not alone in his concerns. The recently released report of the U.S. Education Department's Indian Nations At Risk Task Force quotes Roberta Ferron, a Sioux lawyer and the associate director of the affirmative-action office at the University of Washington, as saying that she is "convinced that we [must] . . . halt [F.A.S.] . . . or we will cease to exist as Indians."

Continued on Page 12

Eric Haase

Rondell Charging Crow, 10, left, and his brother, Justin, 14, at the Robideaus' shelter on the Pine Ridge Reservation for children afflicted with F.A.E. and F.A.S.

N.Y. District Fears Fiscal Disaster In Wake of Nuclear Plant's Closing

By Peter Schmidt

WADING RIVER, N.Y.—To critics, the massive nuclear-power plant near here is a dangerous boondoggle that could threaten the lives of thousands of Long Islanders and that has cost billions of dollars while never providing any electricity to consumers.

To the schoolchildren who live in its shadow, though, the Shoreham Nuclear Power Station has seemed until recently almost like a savior.

Thanks to the millions in property taxes paid each year by the nuclear plant, schools here in the largely middle-class Shoreham-Wading River Central School District have been among the wealthiest in the nation.

The district spent $17,435 per pupil last year, more than any other district in the state and easily double the $7,700 state average. It boasts of 1 teacher for every 10 students and provides children with easy access to things that many districts have been forced by the recession to cut back on or go without, such as computers, library books, musical instruments, and art supplies.

But local educators now fear that the impending closing of the nuclear plant may spell disaster for the district.

If, as expected, the state government gets permission from the U.S. Nuclear Regulatory Commission to buy and close the plant, the district stands to lose nine-tenths of its locally generated revenue.

"We have property wealth because of the power plant. Absent that, we would be property poor," Superintendent David E. Jackson said in an interview.

Without revenues from the plant, the district will have to "significantly" reduce its expenditures and offerings, Mr. Jackson said.

What will remain in the district is a lingering debate over the equity of the state's school-financing system and a memory of the kind of educational programs that well-spent money can buy.

The Shoreham-Wading River district is located about midway along Long Island's north shore. It enrolls a total of 2,000 students in a high school, middle school, and three elementary schools.

The district's mostly middle-class neighborhoods have been nicknamed the "Blue Ghetto" because of the large numbers of police officers who live there.

In recent years, however, the police officers have been outnumbered by teachers, many of whom work in other districts but prefer to send their children to Shoreham-Wading River schools, according to Superintendent Jackson.

This fiscal year, the district will spend about $38.8 million. Some $28 million, or 90 percent of the revenue from local sources, will come from taxes paid by the

Continued on Page 9

G.E.D., Turning 50, Eyes Debate Over Student Standards

By Robert Rothman

Since World War II, the General Educational Development program has offered more than 12 million high-school dropouts a ticket back into the educational mainstream.

Through tests measuring the "major and lasting outcomes" of a high-school education, the program has issued credentials that employers and college-admissions officials recognize as evidence that G.E.D. graduates meet de facto high-school academic standards.

Now, as the program celebrates its 50th anniversary, educators and policymakers at the national level are on the verge of redefining what it means to be a high-school graduate, as well as how to measure that attainment. Such changes, educators point out, would have a dramatic effect on the G.E.D.

This week, for example, a Congressionally mandated panel is expected to issue a strong recommendation that the United States move toward national standards for student performance and a new system of assessments tied to the standards.

As such standards emerge, said Ramsay W. Selden, the director of the state education-assessment center of the Council of

Continued on Page 10

IN SUMMARY

Feeling the Financial Pinch
More first-year college students than ever say they chose their postsecondary institution for financial reasons, according to a report released last week.
Page 5.

Improving Use of the Tube
Thirty years after the advent of instructional television, a new training program aims to help teachers make more effective use of the medium.
Page 6.

Truant Crackdown
Atlanta police and school officials quietly orchestrated a recent massive sweep of truants that nabbed more than 450 students from city streets, shopping malls, and public-transit stations. **Page 8.**

Conflicting Interests
State laws that require parental notification or consent for an adolescent's abortion are often inconsistent with state laws about medical matters, a new report concludes. **Page 8.**

Offering the Olive Branch
Seeking peace with the new Republican legislative majority and the middle class, Gov. James J. Florio of New Jersey has outlined plans to stimulate the state economy and ease the tax burden. **Page 15.**

Enlisting Business
President Bush and top Education Department officials last week urged local business leaders to take the lead in their communities in implementing the Administration's America 2000 program. **Page 20.**

A Big Blue 'Boondoggle'?
A Democratic lawmaker asserted last week that the federal Blue Ribbon Schools program, now on hold, favors suburban schools over ones with minority enrollments.
Page 21.

Commentary	**22 and 32**
Events	**24**
Focus On: Teachers	**6**
Marketplace	**25**
Publishing	**22**
State Journal	**15**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 18.

ACROSS THE NATION

NATIONAL

Harris Poll Finds Support for Overhaul of American Education

A poll this month by Louis Harris & Associates has found that a majority of Americans support a vast overhaul of the education system, and that nearly three-quarters of the respondents believe teachers, rather than legislatures or school boards, should enact the reforms.

Sixty-eight percent of those polled said that schools should have greater decision-making power over curriculum and finances, and 74 percent would grant schools more control over what is taught to teachers.

A majority of those surveyed expressed discontent with President Bush's reform efforts. Thirty-six percent called them "only fair," and 26 percent "poor." Meanwhile, 30 percent found them "good," and 6 percent "excellent."

Members of the Congress fared even worse, with 41 percent of those polled calling their work "only fair" and 38 percent "poor."

The Harris poll was commissioned by Scholastic Inc. and published in the Winter 1992 edition of *Agenda*, a quarterly Scholastic publication.

Pediatricians Back Gun Control To Reduce Teenage Injuries, Deaths

The American Academy of Pediatrics said last week that it supports strict gun-control laws in order to reduce the number of teenagers who are injured or killed by firearms.

Adolescents are at particular risk for gun-related injuries, the academy said in a statement last week, because they are immature, have easy access to guns, and are difficult to teach gun safety.

According to the academy, firearms are involved in 70 percent of teenage homicides and 63 percent of teenage suicides. Almost 3,200 youths ages 15 to 19 are fatally shot each year, the group said.

For every firearm fatality, there are at least five nonfatal injuries, the group said.

Nine million adolescents have access to firearms in their own homes, the group said.

To reduce the number of injuries and fatalities, the A.A.P. said it supports efforts to make gun ownership more difficult as well as measures that would ban handguns, air guns, and so-called assault weapons.

It also called on health-care providers to advise their patients to remove guns from their homes and to support violence-prevention education programs.

■ **The National Association of Secondary School Principals last week issued a policy statement supporting parental choice, including private-school choice, if criteria are met that would allow all schools to compete for students on a "level playing field."**

The policy is the first definitive statement on choice by the group, which has expressed doubt about the concept. In it, the group sets out a number of conditions that must exist before it will accept any choice proposal.

All participating schools, the policy says, must "follow the same mandates, including the selection, admissions, and retention of all students; and the licensing and certification of all professional staff."

Said Timothy J. Dyer, the executive director of the 43,000-member group, "Any plan which would allow some schools to select the cream of the student crop and reward those schools with public dollars would be detrimental to our society and opposed by NASSP."

The group also says public funds must not be used to advance religion, and choice plans should not adversely affect the student racial balance of participating districts.

In addition, the policy states, "We do not believe that 'choice,' in and of itself, will improve instruction to the degree necessary to achieve the national education goals." ■

A Family Tradition

SAT
MATH
800
SAT
MATH
800
SAT
MATH
800

Loel Barr

For most students, getting a score of 800 on the mathematics portion of the Scholastic Aptitude Test is a pipe dream. For Tim Sanders of Milledgville, Ga., it was a family affair.

Tim, a junior at Baldwin High School, attained the perfect score on the test he took in November, continuing a family tradition of perfect math scores that began with his brothers Mark, 24, and Dan, 22. He was one of 1,025 students who achieved a perfect score out of the million students who took the S.A.T. last year.

While he admits he didn't study much for the test, which he took for the fourth time last November, he was relieved he had matched his brothers' marks. "I would have never lived it down if I didn't make it," Tim says.

The Sanders brothers' computational skills seem to run in the genes. Their father, Hugh, is a math professor at Georgia College, and a few uncles and grandparents were engineers.

Elder brother Mark is studying to become a middle-school teacher, and Dan is a graduate student, majoring in some "unpronounceable branch of math" Tim says.

While his brothers have followed the scholarly route, Tim sees another career possibility—one that does not include cartesian graphs and polynomials.

"I don't know if my parents have accepted the fact yet, but I see myself as an actor," says Tim, who recently auditioned for a part in the nonnumerically-inclined play "Our Town."

—S.K.G.

STATES

Texas Board Weighs Plan Reducing Use of State Student Assessments

The state board of education in Texas is considering a plan that would overhaul the state's system of standardized testing and reduce the number of hours students spend on state assessments.

Students in grades 3 through 11 will spend an average of 8.6 hours being tested this year. Under the plan, proposed by State Commissioner of Education Lionel Meno, that figure would drop to 5.3 hours. Tests would be expanded to cover social studies and science in addition to the current focus on mathematics, reading, and writing.

The Texas Assessment of Academic Skills would be given to students in grades 4, 8, and 10, instead of the current practice of testing youths in grades 3, 5, 7, 9, and 11, an education-department official said. Test dates would be moved from October to May.

The state board took no action on the plan when it was presented. Legislation may be required to implement some of the changes, officials noted. If approved, the changes would be in place by the fall of 1994.

■ **The South Carolina Board of Education has given preliminary approval to a measure that would encourage a "moment of silent meditation" in public schools.**

The measure, adopted this month, replaces a proposal endorsed by the board in December that encouraged prayer in schools. The December proposal was amended after complaints that it had been adopted without public comment. The board will take a second and final vote on the silent-meditation measure in March.

The resolution states that public-school children "need the inspiration, motivation, and discipline of the religious values on which our country was founded."

In a related matter, a bill that calls for one minute of silent prayer at the beginning of the school day has been sponsored by more than half of the members of the state's House of Representatives. ■

DISTRICTS

Bronx Racial Attacks on Youths Lead to Increased School Security

Extra police officers were posted at every junior high and high school in the Bronx borough of New York City last week following the second race-related attack on a school-age child in the area in less than a week.

City police were calling the second attack, against a 12-year-old Hispanic boy, a "copycat" crime because it so closely resembled the assault the week before on a 12-year-old black boy and his 14-year-old sister. In both incidents, groups of white teenagers or young adults were reported to have screamed racial slurs as they beat their victims and smeared white paint on the victims' faces. Neither assault occurred on school grounds.

The second attack especially alarmed police and community leaders because no one at the busy intersection where it took place intervened to help the boy, who was waiting to catch a bus to school.

A New York police spokesman declined to disclose how many extra officers were posted at more than 60 Bronx schools. He said the officers would stay on duty at the schools as long as they were needed.

■ **Students in Roman Catholic schools in the Archdiocese of Milwaukee generally outperformed students in the city's public schools in standardized-test scores and grade-point averages,** but black students in the Catholic schools ranked below white students in either system, according to a study by the Milwaukee public schools.

The study compared the reading- and mathematics-test scores of Catholic and public-school students in the 5th and 7th grades. White Catholic-school students outperformed white public-school students in three of the four categories. Black Catholic-school students outperformed black public-school students in all categories, but scored below white public-school students in each breakdown.

A comparison of all public-school 10th-grade pupils with 10th graders who had transferred from Catholic schools in the 9th grade showed that the transfer students outperformed the entire test group in reading and mathematics.

Black transfer students outperformed other black students in both reading and mathematics, but they scored below the total for all white students in the system.

The study also showed that a higher percentage of former Catholic-school students, compared with the overall public-school population, went on to graduate from the public system with a grade-point average of 2.5 or better.

The study, prepared by the Milwaukee school system's research office, concludes that the achievement differences "should not be used to make judgments about the relative qualities of the educational programs in the two school systems."

■ **A federal appeals court has ruled that the school board of a Texas district acted properly in the 1988 firing of its superintendent after he criticized the board's president.**

The U.S. Court of Appeals for the Fifth Circuit ruled 13 to 2 this month that Superintendent Nolan Kinsey's pointed remarks in the midst of a school-board election rendered his relationship with the board ineffective. The court said that the administrator's comments overstepped the boundaries of the First Amendment's free-speech guarantee.

The federal court's ruling also overturned a jury's award of $250,000 in an earlier ruling against the Salado Independent School District. ■

PEOPLE

■ Four superintendents have been chosen as finalists in the National Superintendent of the Year program sponsored by the American Association of School Administrators.

They are: **Robert L. Henley**, superintendent of the 11,070-student Independence (Mo.) Public Schools; **Donald W. Ingwerson**, superintendent of the 92,000-student Jefferson County (Ky.) Public Schools; **Jean B. McGrew**, superintendent of the 4,025-student Northfield Township (Ill.) High School District; and **Karen C. Woodward**, superintendent of the 10,700-student Anderson (S.C.) School District.

The winner will be announced Feb. 21 at the A.A.S.A.'s convention in San Diego.

■ Four finalists have been named in the National Teacher of the Year program sponsored by the Council of Chief State School Officers.

They are: **Maria Azucena Vigil**, a kindergarten teacher at Las Lomas Elementary School in La Habra, Calif.; **Thomas A. Fleming**, a secondary special-education teacher at Washtenaw County Juvenile Detention School in Ann Arbor, Mich.; **Marion Lipinski**, a 5th-grade teacher at the Center Street Village School in Mentor, Ohio; and **Rosa E. Lujan**, a 5th- and 6th-grade bilingual-education teacher at Ysleta Elementary School in El Paso, Tex.

The winner will be announced at a White House ceremony in early April.

■ **Richard L. Thompson**, the superintendent of education in Mississippi, has been appointed director of the North Carolina Center for the Advancement of Teaching.

The center is an autonomous statewide program of the University of North Carolina system. Outstanding precollegiate teachers in the state attend weeklong seminars at the center, which is designed to provide renewal experiences and keep quality teachers in the profession.

■ The rock star **Prince** has pitched in money to help the Chicago educator **Marva Collins** buy a new facility to train teachers in her methods of teaching the classics to disadvantaged children.

Using Prince's donation, Ms. Collins has purchased a former elementary school in Park Forest, Ill. Currently, teachers attend the 10-month program at Ms. Collins's private school on the city's West Side. ■

DIMENSIONS

The Recession and Children

A majority of registered voters believe that children today are worse off than when their own generation was growing up, a new national survey concludes.

The survey, conducted by Kids Count, a joint project of the Annie E. Casey Foundation and the Center for the Study of Social Policy, found that 55 percent of 1,000 registered voters polled in mid-December agreed that the economic recession was making life worse for children.

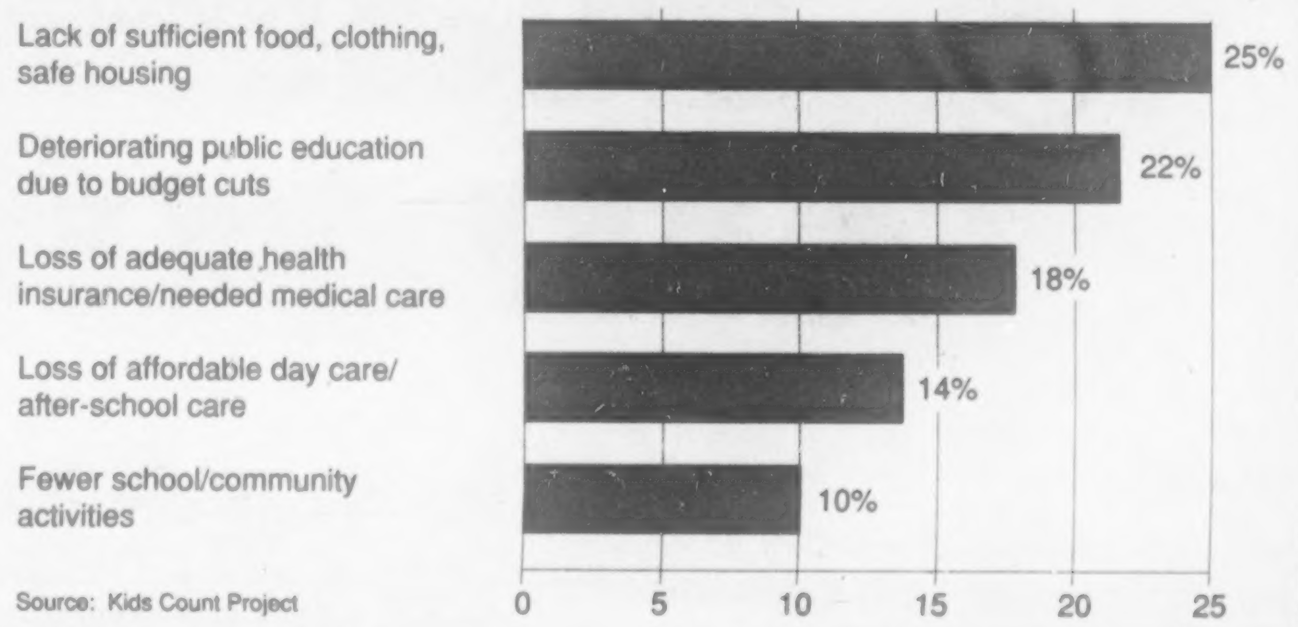
"Children have become the first casualty of the nation's economic downturn," said Douglas W. Nelson, the executive director of the Casey Foundation.

Many of the respondents said the recession had led to a deterioration in the quality of public education; 22 percent listed poorer education as the biggest effect of the recession on children, and 19 percent termed it the second biggest such effect.

Respondents also agreed that the recession had led to fewer school and community activities for children.

The voters surveyed endorsed guaranteed health insurance for children, more family-oriented business practices, a tax credit for families with children, and increased spending for precollege education as measures to counteract the effects of the recession on children.

Voters' Views of How The Recession Has Affected Children



Source: Kids Count Project

UPDATE

■ **The Waterbury (Conn.) Board of Education has proposed to increase involuntary busing for racial balance to satisfy state officials who previously had insisted the district ease segregation by building a new school.** *(See Education Week, Nov. 20, 1991.)*

A plan announced by the board this month calls for the 7,400-student district to bus an additional 140 students to help racially balance its schools, according to Guy N. DiBiasio, the district's superintendent.

In all, about 7 percent of the district's students will be transferred to other schools to comply with state orders that it be racially balanced by Sept. 1, Mr. DiBiasio said.

The school board had proposed building a new school to ease segregation, but city officials had refused to fund the project.

When the state took the city to court over the issue last year, a superior-court judge ruled that the city could not be forced to build a new school, but that the district still had to come up with a desegregation plan.

■ **A group of parents in Philadelphia has filed suit charging that the school district's condom-distribution policy is illegal and would cause "irreparable harm."**

The advocacy group Parents United for Better Schools, together with parents of seven high-school students, filed the suit in common-pleas court last week. The parents are seeking a permanent injunction against the program, which began in three city high schools in December.

The suit contends that the state requires parents to give permission for their children to receive health services in schools. Under Philadelphia's policy, students may receive condoms unless their parents specifically exempt them from the program in writing.

The suit also charges that the policy "endangers the welfare of minors" by leading to increased sexual activity among students.

School officials had no comment.

■ **Philadelphia's year-old school-business collaboration has received its first "report card" from the coalition of businesses that sponsored it, and it won high marks in four of six target areas.**

The business group lauded the district's progress in improving standardized-test scores, promotion rates, high-school credit accumulation, and student-attendance rates.

On the remaining two performance indicators, teacher attendance remained stable at 93.8 percent and students' mathematical-computation scores dropped slightly.

The report card was the first annual evaluation in a five-year collaborative improvement plan developed last year by the school district and the Committee to Support the Philadelphia Public Schools. *(See Education Week, Jan. 16, 1991.)* By 1995, school administrators have pledged to meet six performance targets, while area business leaders have promised to secure an additional $86 million in state funding and to create more jobs for high-school graduates.

A year ago, the pact was praised as one of the most comprehensive in the nation.

Although the improvements on national exams represented only 10 percent of the gains stipulated in the five-year objectives, increases in the other indicators ranged from 24 percent to 43 percent of the 1995 goals.

So far, businesses have promised 370 jobs, and hired 130 graduates. Employers would need to extend 400 offers annually to meet their goal of 2,000 new positions by 1995.

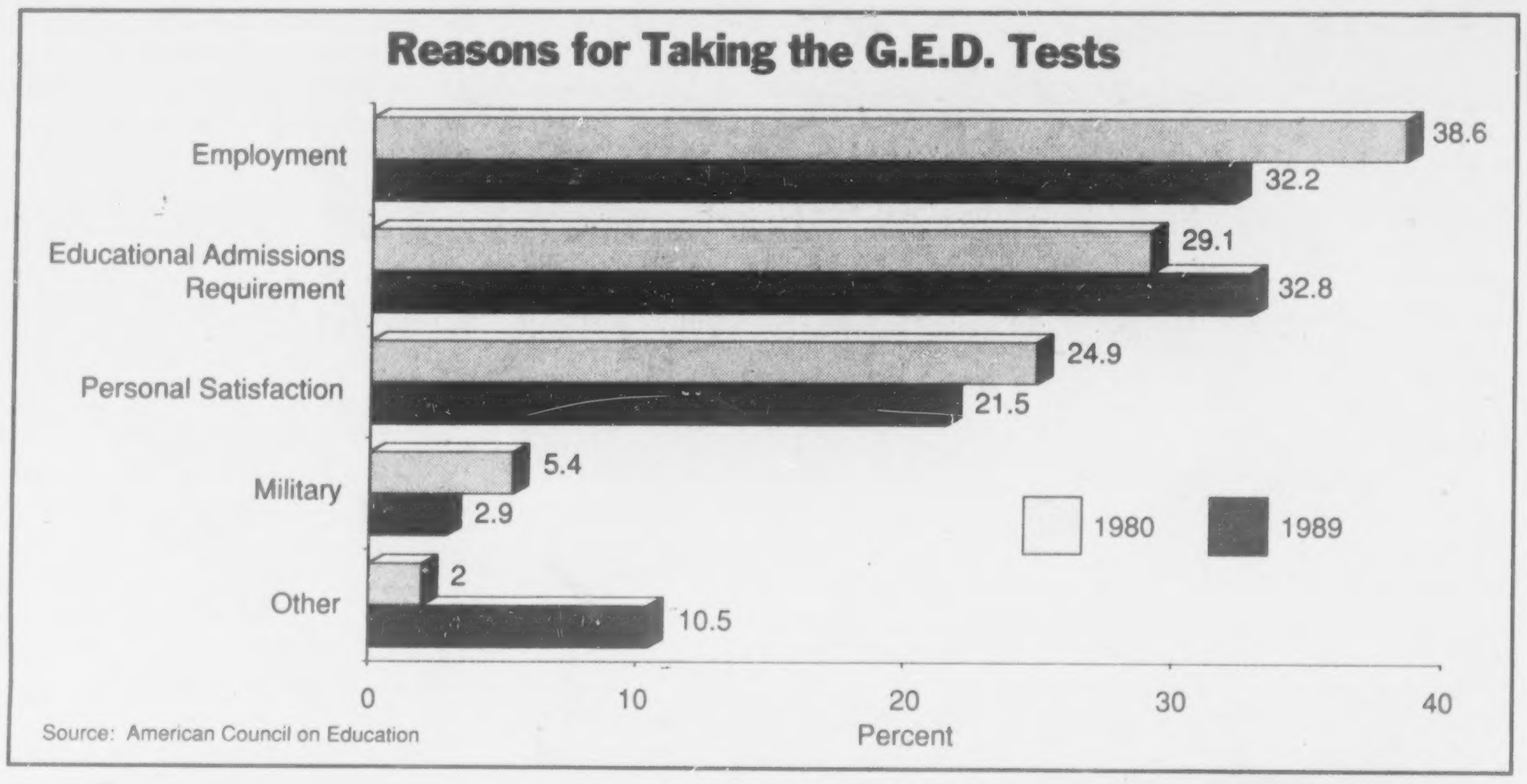
Calling the results "a good running start," the committee's chairman, Terrence A. Larsen, attributed the gains to the implementation of school-based management in district schools, the project's main reform strategy. ■

Tools of Learning

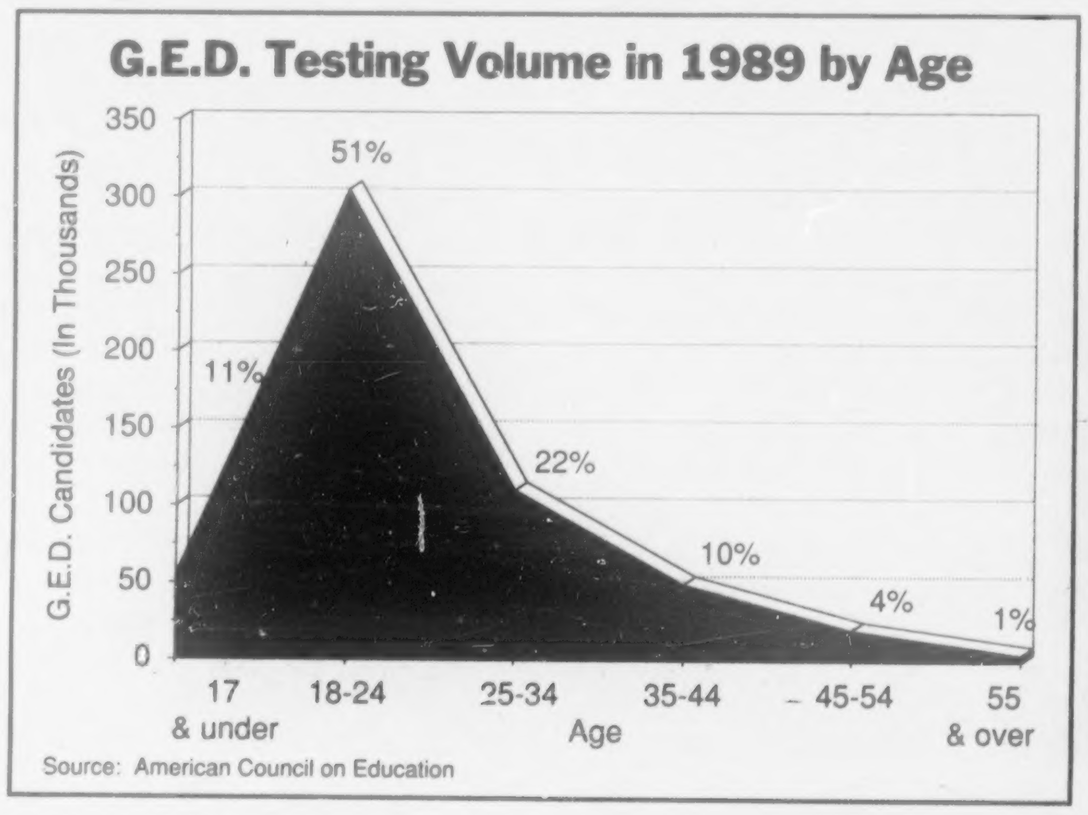
Robert Lisak

At the Eli Whitney Museum in Hamden, Conn., an exhibit of Erector Sets and other Industrial Age toys designed by the A.C. Gilbert Company gives Nintendo-era children a chance to learn firsthand about how things work.

At 50, Equivalency Exam Faces Changes in Schools

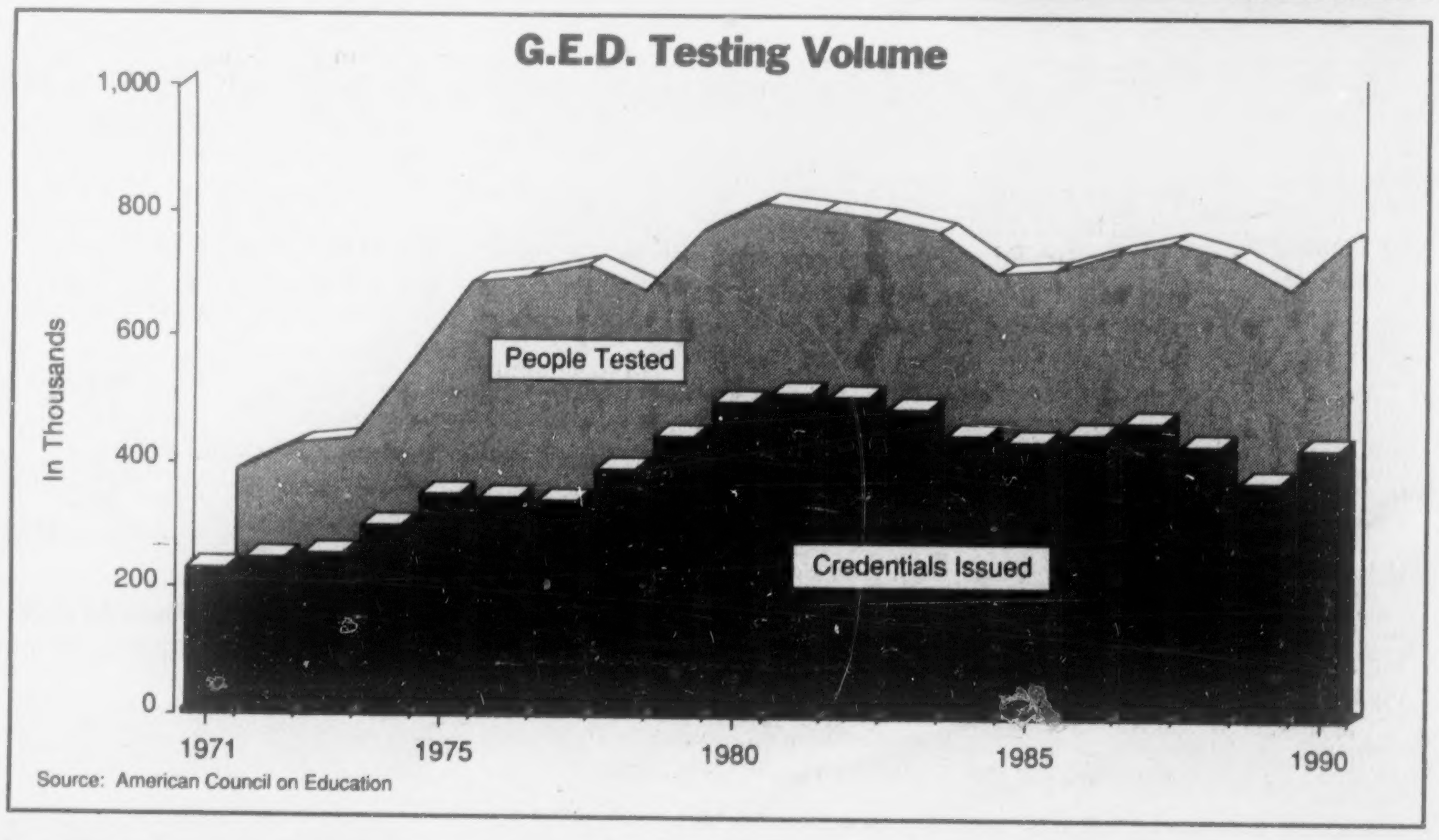

Reasons for Taking the G.E.D. Tests

Source: American Council on Education


G.E.D. Testing Volume in 1989 by Age

Source: American Council on Education

Nancy Roth


G.E.D. Testing Volume

Source: American Council on Education

Continued from Page 1

Chief State School Officers, "the G.E.D. is going to have to adjust its content and approaches to ensure that it measures national standards."

"There can only be one standard for completion of high school," Mr. Selden argued. "There's got to be a single set of national standards. The G.E.D. has got to be part of the system."

At the same time, others note, the move in many schools toward providing students more flexibility in how they demonstrate academic competence could encourage states and districts to allow high-school students on the verge of dropping out to take the G.E.D. before they are scheduled to graduate. Such use of the test is currently authorized in seven states on a pilot basis.

Officials from the G.E.D. Testing Service of the American Council on Education, which runs the program in conjunction with state education departments, say the high-school-equivalency program will adapt to whatever changes in secondary education emerge from the current round of reforms.

Still, the G.E.D. program and any new national system of assessments appear certain to maintain their distinct identities.

Although one state—Oklahoma—has proposed using the G.E.D. as a high-school exit examination, G.E.D. officials and observers agree that the equivalency test is unlikely to replace high-school student assessments any time soon.

Likewise, the proposed national assessments are unlikely to replace the G.E.D. The program, Mr. Selden said, will probably remain true to its 50-year-old mission of providing a second chance for adults who lack high-school diplomas—currently an estimated 50 million Americans.

"The G.E.D. is a culture," Mr. Selden said. "It has a lot of proud participants and adherents. They would continue to prefer to use it as a test, even if it is deemed equivalent to other tests available."

Origins in the Military

Although a forerunner of the G.E.D. concept dates back to World War I, the program got under way in 1942, when officials from the U.S. military sought a way to ease the return of servicemen and servicewomen to civilian life.

Toward that end, Cornelius Turner, a former school superintendent assigned to the U.S. Armed Forces Institute in Madison, Wis., worked on developing a test that would enable outgoing military personnel without high-school diplomas to demonstrate high-school-level knowledge and skills in order to be eligible for enrollment at the institute or a civilian college.

Working with some of the leading testing experts of the time—including Ralph Tyler of the University of Chicago and E.F. Lindquist of the University of Iowa—Mr. Turner developed what he called the "General Educational Development" tests. Such tests, he said, would measure the lasting outcomes of schooling, such as the ability to comprehend and to think, rather than recall of specific facts.

After World War II, Mr. Turner, who joined the American Council on Education, a Washington-based association of colleges and universities, sought to extend the G.E.D. program to the civilian sector. In 1947, he persuaded the New York State Department of Education to certify high-school dropouts who passed the test as having the equivalent of a high-school diploma. Other states soon followed suit.

By 1963, when California adopted the program, it had spread to all 50 states and all the U.S. territories. In 1969, it began in each of the Canadian provinces as well.

Currently, about 700,000 adults take the test each year, and about two-thirds of these earn diplomas. In 1990, one-eighth of all the high-school diplomas issued in the United States—431,225—were through the G.E.D. program.

Ronald Gillum, the director of adult extended education for the Michigan Department of Education, said he expected the recession to increase the number of test takers.

"In a downturn, there is always a rush to go back to school," he said. "Here in an industrial state with auto factories, a huge number of individuals were working for long periods of time in good jobs without diplomas. Now, faced with the prospect of layoffs, they go back [to school]."

Although many G.E.D. candidates go directly into the job market, an increasing proportion—a record 56 percent in 1990—indicate that they plan to pursue further education. A number of G.E.D.-diploma holders have gone on to prominent careers, among them Gov. James J. Florio of New Jersey, the entertainer Bill Cosby, and the chocolate-chip-cookie entrepreneur Wally (Famous) Amos.

Some Employers, Colleges Wary

As Cornelius Turner had intended, many, though not all, employers and higher-education institutions regard the G.E.D. certificate as the equivalent of a high-school diploma.

In fact, according to Esther F. Schaeffer, the senior vice president of the National Alliance of Business, many employers would prefer to hire a candidate with a G.E.D. over one with a regular diploma.

"They know [G.E.D. graduates] have met certain standards, they have skills," she said. "You can't be sure of that with a diploma."

But Ms. Schaeffer acknowledged that some employers are hesitant to hire workers with a G.E.D. certificate, because the credential indicates that the candidate at one time failed to complete school.

"What does an employer look for? Some sense of stick-to-it-ive-ness," Ms. Schaeffer said. "The G.E.D. is some indication [the prospective employee] didn't stick with it."

One large employer that takes that attitude is, ironically, the U.S. armed services, the agency that started the program.

Although the military does not have a policy against accepting recruits with a G.E.D. diploma, the services prefer those who have a regular diploma, according to Lieut. Col. Doug Hart, a Pentagon spokesman. Some studies have found that recruits who completed high school in the normal way tend to have a lower attrition rate than those with "alternative credentials," Colonel Hart said.

College-admissions officials are also divided over whether to accept recipients of a G.E.D. certificate.

Linda Clement, the director of admissions at the University of Maryland at College Park, said that her experience has shown that "subscores on the G.E.D. are a good predictor of success freshman year."

As a result, she said, her campus—the flagship of the Maryland system—is "generous" in admitting students with G.E.D. diplomas.

Ms. Clement noted, however, that the University of Maryland's practice is not universal. A study by one of her graduate students, she said, found that several flagship campuses elsewhere view admissions of G.E.D. holders as "exceptions."

But such attitudes may be changing as colleges seek older students to compensate for the shrinking pool of 18- to 24-year-olds, said Frank Burtnett, the executive director of the National Association of College Admission Counselors. On many campuses, older adults number a fourth of total enrollment, he said.

"Some of these people are people who have had to reconstruct their portfolios," Mr. Burtnett said. "They stopped out, or dropped out, along the way."

Yielding Benefits?

Perhaps as a result of the divergent practices of employers and college-admissions officials, researchers have offered conflicting views on the success of G.E.D. holders.

A well-publicized study by two University of Chicago economists, for example, concluded that those with G.E.D. diplomas fared little better economically than high-school dropouts.

The study, published last fall as a "working paper" by the National Bureau of Economic Research Inc., found that people with G.E.D. diplomas earned wages no higher than those without diplomas who had the same number of years of schooling. The wages of both groups, the study found, were far below those of high-school graduates.

But Janet Baldwin, the assistant director for policy research of the G.E.D. Testing Service, criticized the Chicago researchers' study as flawed. She said, for example, that it was based on a small, unrepresentative sample of G.E.D.-diploma holders.

In addition, Ms. Baldwin said, the study examined only young men ages 25 and 28. Since the average age of G.E.D.-certificate earners is 26, she pointed out, such people have had fewer years of post-diploma experience on the job than high-school graduates, who typically earn a diploma at age 18.

As a better study, Ms. Baldwin cited a forthcoming analysis by Hal Beder, a Rutgers University researcher.

In that study, Mr. Beder, an associate professor of adult education at Rutgers's graduate school of education, examined the careers of Iowa G.E.D.-diploma holders 2, 5, and 10 years after earning their diplomas. He found that, in nearly every case, the G.E.D. earners gained on virtually every economic measure—includ-

Continued on Following Page

Continued from Preceding Page

ing job satisfaction, skill levels, the number of hours worked per week, acquisition of property, job benefits, and savings—and that the gains increased over time.

"Earning the G.E.D. does yield benefits, although it is not a quick fix," Mr. Beder said. "It does not yield some short-term benefit that decreases. It accrues over time with substantial interest."

Mr. Beder acknowledged that his study does not compare the economic gains of G.E.D. holders with those of dropouts and high-school graduates. But he noted that those with a G.E.D. certificate outperformed the statewide average on every economic indicator.

Higher Standards Predicted

But even if the G.E.D. leads to success in the current job market, it may not do so in the future, when skill levels will be more demanding, according to Ms. Schaeffer of the National Alliance of Business.

"Right now, the G.E.D. tries to capture what the state feels a high-school student should know," she said. "I don't think that's nearly high enough for the workplace of the future."

But the move to set high standards for students to meet such future requirements will almost surely lead to higher standards for the G.E.D., most observers agree.

"If standards are going up for high-school kids, the G.E.D. will want to have the test comparable to" such standards, said Betsy Brand, the assistant U.S. secretary of education for adult and vocational education.

Jean H. Lowe, the director of the G.E.D. Testing Service, said that the way the test is designed ensures that it matches standards for high-school seniors. Although in previous years the American Council on Education contracted out the development of the G.E.D., since 1988 the test has been developed in-house.

As each test is created, Ms. Lowe said, the testing service invites high-school teachers to review every test question to make sure that the test reflects actual high-school curricula.

In addition, she said, the test is administered each year to a sample of high-school seniors; minimum passing scores are set so that 30 percent of the seniors would fail the test.

"If schools change, yes, we will change," Ms. Lowe said. "But we do not know yet what that [change] will be."

Doubts in Oklahoma

Because of the close alignment of the G.E.D.'s content with high-school curricula, some educators have proposed that G.E.D. officials drop their traditional resistance to the tests' use in school and allow states and districts to administer the examination to high-school students.

Last year, for example, Oklahoma's superintendent of public instruction, Sandy Garrett, won approval from the A.C.E.'s commission on educational credit and credentials to allow the state to consider using the equivalency test as a high-school exit exam. *(See Education Week, April 3, 1991.)*

Ms. Garrett said the move was prompted by a legislative mandate to impose an exit test beginning in 1992, even though the state had planned to revise its curriculum in the 1993-94 school year.

"You can't assess boys and girls on the new curriculum on the graduation test," she pointed out. "It's not developed yet."

The G.E.D., Ms. Garrett said, could be used in the interim to provide "baseline data" on student performance. "I feel confident in the G.E.D. as a comprehensive measure," she said.

But lawmakers objected to the Oklahoma superintendent's plan, in part because they considered the G.E.D. test not rigorous enough. In response, they adopted legislation to delay the test mandate.

That legislation was vetoed for unrelated reasons, and the legislature is expected to reconsider the issue early this year. Ms. Garrett said some lawmakers may push for the use of the G.E.D. as an interim test. "The G.E.D. is not ruled out," she said.

Not 'Minimum Competency'

Mr. Selden of the state chiefs' organization said the Oklahoma legislators' objections to the G.E.D. reflected a widespread misconception about the test.

"People think it's a lower-level, minimum-competency test, not a full-fledged test to the equivalence of secondary-level standard," Mr. Selden said. In fact, he said, the test contents "are comprehensive, substantive, and rigorous."

The seven-and-a-half-hour test covers the major areas of the high-school curriculum: science, social studies, literature, and mathematics. Although the test hews largely to a multiple-choice format, Mr. Selden noted, it added a writing assessment in 1988 and revised its questions to focus more on higher-order thinking and problem-solving skills.

The questions tend to focus on real-world contexts that adults confront, Ms. Lowe said. For example, questions about civics might ask about voting or school-board meetings.

The misconceptions about the G.E.D. stem in part from the test-taking population, Ms. Lowe suggested. In fact, she said, only 6 percent of G.E.D. test takers in a 1989 survey said they left school for academic reasons; three-fourths said they had a C average or better in high school.

In addition, the survey found that 84 percent of the test takers had studied an average of 30.5 hours for the test. State education departments, with funding from the federal adult-education programs, offer G.E.D.-preparation programs.

"People think because dropouts can take and pass it, it's not difficult," Ms. Lowe said. "That's not true."

The Wrong Signal?

In addition to the Oklahoma proposal, seven states—Alabama, Florida, Georgia, Hawaii, Texas, Virginia, and Wisconsin—have launched efforts to administer the G.E.D. to current high-school students.

Under these pilot programs, school officials identify students who are at risk of dropping out of school and who appear likely to be able to pass the G.E.D. They then enroll them in a training program to prepare for the equivalency exam.

Carolyn M. Klein, the director of the pilot program for the Texas Education Agency, said it is aimed at those she called the "academically fragile": able students who are considering dropping out of school for personal or other reasons.

But the program, which has been operating in 200 school districts over the past two years, has had "mixed" results, according to Ms. Klein.

Some 40 percent of the participants drop out of school before taking the G.E.D. test, she noted. However, of those who remain and take the test, nearly all have received their G.E.D. diplomas. And most of those students said they would have dropped out of school if the program had not been available.

"If they leave, and we try to capture them as adults, we'd lose them," Ms. Klein said.

Despite such successes, some educators remain leery of the program, according to Ms. Brand of the U.S. Education Department.

Critics say it is a "signal to kids that they can take a test that some people view as a shortcut to getting out of school," she said.

But Timothy J. Dyer, the executive director of the National Association of Secondary School Principals, said options like the G.E.D. program for at-risk youths will become increasingly common as educators look for alternatives to current "seat time" requirements.

Although educators consider the "whole high-school experience" valuable, he said, many also argue that what matters is that students are able to demonstrate competence in academic subjects.

"If you can demonstrate mastery of algebra," Mr. Dyer said, "why take an algebra course?"

"That needs to be in the reform debate," he said.

Officials from the G.E.D., for their part, say their primary mission should remain, as it has for half a century, to serve adults who lack high-school credentials.

"We would like nothing better in the world than if the dropout rate were zero," Ms. Baldwin of the G.E.D. Testing Service said.

For now, she added, "There are 50 million adults without diplomas. We have many, many lifetimes to go [to serve that group]."

Attn: Professors and Instructors

Order
EDUCATION WEEK
for Your Classroom Today!

Dr. John Selland, a Professor at Mankato State University, says "EDUCATION WEEK *is a valuable addition to my class. The articles relate closely to material that I use."*

Order at least 10 copies for a minimum of 5 weeks and the price is just $1.05 a copy.

For more information call Christina Jessie at
(202) 686-0800

EDUCATION WEEK
Classroom Subscriptions

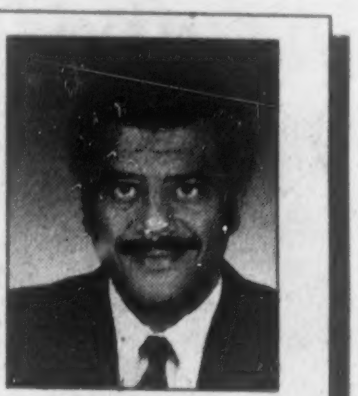
AT-RISK
Children and Youth:
A Crisis in Our
Schools and Society

This 108-page monograph by William Davis and Edward McCaul is packed with vital information on forces and factors that place students AT-RISK, plus much, much more.

"One of the most valued, fast-reading reference books on the topic."
Robert M. Hanson, Ed.D.

Price: $13.95 prepaid. Add $4/book for orders to be billed (P.O.'s only)

Order from:
National Professional Resources, Inc.
Dept EW • PO Box 1479
Port Chester, NY 10573
Tel: 914-937-8879
Fax: 914-937-9327
Tax ID #132619258



ADVERTISEMENT

The Learning Society:
Private Lives

By Bernard R. Gifford, Ph.D.
Vice President, Education
Apple Computer, Inc.

Last night I stayed up late working on a speech about the "productivity paradox"—why, despite the rapid proliferation of computer technology in the last decade, we haven't seen a dramatic rise in productivity.

My family was already asleep when I shut off the computer, so I began the nightly ritual. I doused the lights in each room, pushed the off button on the CD player, switched on the security system, turned on the telephone answering machine, and set the timer for our morning coffee.

As I listened to the refrigerator's steady hum in the dark kitchen, I thought about how pervasive electric power has become in our lives: We use it to do everything from roasting our potatoes to ridding our teeth of excess plaque. It is hard to imagine that anyone could ever have doubted its utility or its impact on daily life. But in fact, it took decades for electricity to transform the home. When Thomas Edison began fabricating light bulbs in the 1880s, no one imagined how profoundly his invention would permeate American life.

In *Electrifying America: Social Meanings of a New Technology,* David E. Nye explores this time lag, analyzing the kinds of changes a society must undergo before it can be transformed by technology.

Nye describes how, in the last years of the nineteenth century, entrepreneurs illuminated store windows, extending the shopping day and drawing awestruck crowds downtown to see the lights. In 1880, the town of Wabash, Indiana, installed four 3,000-candle arc lights on its courthouse, and the *Wabash Plain Dealer* rejoiced: "Men fell on their knees, groans were uttered at the sight, and many were dumb with amazement."

Electricity was readily accepted as a force that could alter public life—the things said and done in floodlit town squares, hotels, theaters, department stores, and clubs. But years passed before electricity was harnessed to transform *private* lives. The lights went on in public places and mansions in the 1880s, Nye notes, but most houses were not wired until after 1915. And it wasn't just a question of creating an infrastructure—stringing wire and retooling homes. We Americans apparently needed years to change our ways of thinking about ourselves and our relationships to one another.

It took decades for us to accept the notion that technology might change our habits or widen our choices; that electric lights might give us more illuminated hours in which to read, work, and socialize; or that time-saving machines might liberate women from domestic drudgery.

Even after homeowners accepted the practical advantages of electric lighting, functionality was not their chief concern: "For a generation," Nye tells us, "it remained an expensive novelty, displayed prominently in the most public rooms of the house..." For decades, the most popular form of domestic electrification was the lights on the Christmas tree.

The electrification of America proceeded slowly but surely. And the computerization of America appears to be moving along in about the same way. After all, as Nye stresses, "Every new technology is a social construction, and the terms of its adoption are culturally determined."

I suspect that in the year 2020, we'll look back and wonder why it took so long for those short-sighted folks of the late twentieth century to move forward on technology. We'll wonder why it took so long to create new kinds of information-based organizations, to build adequate electronic data highways, or to profit from educational technologies.

As in the early days of electrification, Americans have accepted the power of the computer to transform public lives. But we have underestimated its impact on private lives. And the experts haven't done much better. Pioneers such as John von Neumann, who worked on the famous JOHNNIAC computer at Princeton half a century ago, thought of computers as huge, costly, rare machines that would forever reside in mammoth institutions. In the 1950s, the crystal-ball readers at IBM predicted that the worldwide market for computers would demand only a grand total of ten machines.

Even scientists failed to predict that instead of getting bigger and bigger, computers would get smaller and smaller—not to mention cheaper and cheaper. They did not foresee the astonishingly rapid diffusion of personal computers into our homes and schools.

Today, homes and schools are where the most profound and surprising technological developments are likely to occur. As Nye points out, for the typical American "electrification was not an abstract process, but a series of choices." Once we chose to embrace the new technology in our homes, we began to put it to unpredictable uses. For example, we used refrigerators not just to store food, but also "to hide money in fake cabbages, to protect photographic film, to give nylon stockings longer life, to allow pet snakes to hibernate, and to preserve drugs." He concludes that "tools or technologies bought for a certain clearly defined use develop other meanings over time as part of lived experience."

In homes, schools, and universities all over the nation, Americans are inventing new applications for the personal computer every hour of every day. In the hands of so many inspired, intelligent people, who knows what age-old problems our new technologies might solve.

R 4800-2

EDUCATION WEEK

American Education's Newspaper of Record · Volume XI, Number 19 · January 29, 1992 · © 1992 Editorial Projects in Education / $3.00

Council Calls for A New System of Standards, Tests

'Historic' Report Urges Reshaped Goals Panel

By Robert Rothman

WASHINGTON—Asserting that the current education system has produced expectations for student performance that are "simply too low," a Congressionally mandated panel last week called for high national standards for student achievement and a national system of assessments to gauge their attainment.

In its much-anticipated report, the National Council on Education Standards and Testing, a 32-member panel of educators, business leaders, and public officials, concludes that creating such standards and assessments is both highly desirable and feasible.

It proposes standards for schools and school systems as well as for students, and it recommends a two-part assessment system that would consist of individual student assessments and a large-scale sample, such as the National Assessment of Educational Progress.

The report recommends that the new system be overseen by the National Education Goals Panel—reconfigured to be politically balanced—together with a 21-member council it would appoint. The two bodies would evaluate and certify as "world class" standards and assessments that are devel-

Continued on Page 30

New Research Finds Little Lasting Harm For 'Crack' Children

By Debra Viadero

The widely held belief that children born to cocaine-using mothers are forming a permanently damaged "biological underclass" may be largely a myth, according to a growing number of researchers in the field.

New studies published in medical and psychiatric journals, and some that are now in press, suggest that, for the most part, young children who were exposed to cocaine in the womb appear to have few impairments distinct from those common among children born of poverty.

These researchers say that while many cocaine-exposed children may require a little extra attention once they reach school, the majority of this population, once labeled a "lost generation," will not require full-fledged special-education services.

"What we are finding is that, over all, these children are not retarded," said Ira Chasnoff, a Northwestern University medical researcher who has followed a group of 300 such children since 1986. "Over all, they're within the normal developmental range, and a great majority—at least 70

Continued on Page 10

AP/Wide World

President Bush, who last week proposed a 27 percent increase in funding for the Head Start program, gets a tour of the Emily Harris Head Start Center in Catonsville, Md.

President's 1993 Budget Will Include $600-Million Increase for Head Start

By Mark Pitsch

WASHINGTON—President Bush last week announced that his proposed budget for fiscal 1993, scheduled for release this week, will include the largest annual increase ever for the highly touted Head Start program—$600 million.

Appearing at a Head Start center in Catonsville, Md., the President said his budget for the fiscal year that begins Oct. 1 will propose that funding for the early-childhood-education and -intervention program be increased to $2.8 billion.

"In Head Start," Mr. Bush said, "we found a government program that works, that works to strengthen communities and families for the future." Head Start's budget has increased 127 percent since Mr. Bush took office in 1989.

But, while Head Start advocates and Congressional Democrats generally praised the President's proposal, they were quick to challenge the Administration's estimates of how much help the increase would bring.

In addition, they noted, even with the increase, the program is still about $5 billion short of what is considered necessary to serve all eligible children.

Continued on Page 26

Senate Rejects Private-School Choice Proposal

By Julie A. Miller

WASHINGTON—The Senate last week decisively rejected a proposal to allow low-income parents to use federal funds to send their children to private schools.

The 57-to-36 vote, which fell largely along party lines, came during debate on a Democratic education-reform bill. The outcome was a major defeat for the Bush Administration, which had lobbied hard for the $30-million choice program that included religious schools.

The wide margin against the amendment indicates that lawmakers and Administration officials overestimated support for choice. The vote significantly reduces the likelihood that the bill that emerges from the Congress will include private-school choice, observers said.

Six Republicans voted against the amendment, while three Democrats

Continued on Page 26

Bidders Striving to Make the Grade in 'New Schools' Competition

By Lynn Olson

They range from the powerhouses of the education establishment to principals with a good idea, from corporate entrepreneurs to nonprofit do-gooders.

The Feb. 14 deadline for submitting proposals to the New American Schools Development Corporation is fast approaching. And no one, it seems, wants to be left out of the competition.

NASDC is the private, nonprofit corporation created by American businessmen last July, at the request of President Bush, to help underwrite the design and implementation of a new generation of "break the mold" schools.

The corporation has pledged to raise $200 million for the research-and-development effort. In the first stage of the competition, it will award up to 30 one-year contracts of up to $3 million each.

The result has been the educational equivalent of the search for high-temperature superconductivity: frenzied activity, interrupted by occasional public pronouncements and a fever pitch of excitement.

NASDC officials expect to receive as many as 1,000 proposals. By last week, 327 design teams in 49 states and the District of Columbia had notified the corporation of their intent to submit a bid—a step that NASDC encouraged but did not require.

The letters came from 139 public or private schools, 86 businesses, 64 education associations, 52 universities, 19 school boards, and 16 individuals.

Interviews reveal that bidders range from a list of who's who in education to the relatively obscure.

At one end of the spectrum are such noted educational leaders as Theodore R. Sizer, the chairman of the Coalition of Essential Schools; Howard Gardner, a co-director of Project Zero; and James P. Comer, the director of the School Development Project at Yale University. The three are collaborating on a design with the Educational Development Center Inc. in Cambridge, Mass.

William J. Bennett, a former U.S. Secre-

Continued on Page 28

Ky. Commissioner Wins Praise for Energy In 'Toughest Job in American Education'

By Lonnie Harp

FRANKFORT, KY.—Those who wondered how well Commissioner of Education Thomas C. Boysen would fit into Kentucky's closely knit political and social scene may find an encouraging sign in the way his eyes brighten at the mention of the University of Kentucky basketball team.

"It is really wonderful to be there in those moments of frenzy," he says of his experiences as a spectator.

But then, frenzy should be a familiar feeling to Mr. Boysen, the former San Diego school superintendent who a year ago assumed command of Kentucky's six-year effort to revamp its public-school system from top to bottom.

As he walked down the center aisle of the House chamber here this month to deliver his first progress report to lawmakers, Mr. Boysen had already presided over the abolition and rebuilding of the state education department.

The chief strategist and cheerleader for the reform law, he has sought to win the support of superintendents while beginning an unprecedented crackdown on school administrators. And, in the midst of launching programs on assessment, technology, site-based decisionmaking, and un-

Continued on Page 20

Also in the news

22 **No National Board**
Delegates at a White House conference flatly reject the idea of a national board governing Indian schools.

IN SUMMARY

Revamping Science
A new report recommends that the high-school science curriculum be revamped to a two-year span of core courses and two years of specialized classes.
Page 4.

Asthma Awareness
The growing number of children with asthma is leading government and private officials to launch an effort to teach educators about the chronic disease.
Page 5.

Growing Payrolls
Even amid a tide of rising unemployment nationally, many states have continued to see gains in the number of local school employees, federal figures suggest.
Page 5.

Residency Worries
Foreign teachers working with temporary visas in Los Angeles are reeling in the wake of the district's decision to no longer help them gain legal residency.
Page 8.

Condoms in L.A.
While some details remain to be worked out, the nation's second-largest school district has approved a condom-distribution program for its high schools.
Page 9.

Driving the Price Up?
Critics charge that a Minnesota law setting a deadline by which districts must settle teacher contracts is resulting in high, and unaffordable, settlements.
Page 15.

Bilingual Education	8
Books	33
Colleges	9
Commentary	31 and 40
Deadlines	34
Federal File	22
Focus On: Students	6
Grants	34
Legislative Update	18
Letters	32
Marketplace	35
State Journal	15

Special Advertising Section

CATALOG CONNECTION

A description of free catalogs and informational brochures available from more than 55 companies.
Begins on Page 11.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 19.

ACROSS THE NATION

NATIONAL

Survey Finds Censorship Attempts Succeed in One-Quarter of Cases

Attempts to censor materials in school libraries occurred in more than one-third of school libraries nationwide over a four-year period and succeeded in more than one-quarter of those cases, a national survey concludes.

Published in the January issue of the American Library Association's *Newsletter on Intellectual Freedom*, the study was conducted by Dianne McAfee, a University of Wisconsin professor of library and information sciences. The study was based on a series of questionnaires distributed to more than 6,550 school libraries nationwide.

The survey documented 739 book and magazine challenges between 1987 and 1990. Of the libraries responding, just under 36 percent reported one or more complaints about reading materials for students. Most of the complaints focused on works of fiction, while magazines drew a smaller number of objections. Among the titles most often contested were *Forever*, by Judy Blume, and *The Chocolate War*, by Robert Cormier.

Two-thirds of the challenges were initiated by parents, and nearly 20 percent came from principals and teachers.

Of the disputed materials, 52.3 percent were retained in the library, 21.6 percent were given restricted access, and 26.1 percent were removed.

The study concluded that attempts at censorship were more successful at smaller schools with fewer library employees and no policy governing the selection of materials. Libraries that had board-approved selections policies and more media specialists, and those that received the support of the school or district during challenges, were more likely to retain contested materials.

■ **Less than one-quarter of the public gives President Bush an A or B in his efforts to be the "education President,"** according to a survey conducted for the National Education Association.

About the same proportion—25 percent—gives the President marks of D or F for his education efforts. Results of the national survey were released last week at a Washington press conference to launch the Campaign for New Priorities, a broad national coalition that includes the N.E.A. as well as other unions, advocates for women and children, environmentalists, and current and former public officials.

The coalition used the survey results to illustrate public support for its effort to push for reinvestment of defense-budget money in such areas as education, health care, housing, and the environment.

The survey found that 76 percent of those polled believe the United States is on the wrong track and that 71 percent say the nation needs a President who will move it in a new direction.

Although the respondents gave the President relatively poor marks in education, they showed little agreement about how Mr. Bush could earn an A. The leading recommendations were to cut bureaucracy (23 percent), make schools safer from drugs and violence (21 percent), support higher teacher pay (15 percent), and put more computers and technology in schools (10 percent).

■ **The United States lags behind 16 other countries in the proportion of its infants who have been immunized against childhood diseases**, a report by the Children's Defense Fund asserts.

More children could be immunized at a lower cost to government if states would purchase vaccines in bulk and distribute them to physicians free of charge, the Washington-based advocacy group concludes.

States that bulk-purchase vaccines for their physicians can pay as little as $23.58 for three commonly used vaccines, the same rate that is charged the federal government, the report says. That compares with a retail price of $44.71 for the same three vaccines paid by physicians who then seek Medicaid reimbursement from the 30 states that do not bulk-purchase vaccines, according to the report.

■ **The National Urban League has renewed its call for a "Marshall Plan for America" that would mean an investment of at least $50 billion a year for the next decade to combat the social and economic ills that affect the nation.**

In "The State of Black America 1992," its 17th annual such report, the group issues what it calls an economic-recovery plan for the United States.

While the Urban League's president, John E. Jacobs, acknowledged at a press conference releasing the report that the current recession is revealing "America's dirty little secret" that most victims of poverty are white, the report focuses largely on proposed solutions to social ills that disproportionately affect black Americans.

The nearly 400-page report contains 14 papers on economics, civil rights, and education. The education paper, written by Shirley M. McBay, the president of the Quality Education for Minorities Network, calls for early intervention for African-American children and their parents to ensure their ability to learn; school restructuring; the elimination of tracking; establishment of core competencies in elementary schools; a more rigorous high-school curriculum; a curriculm that "reflects, respects, and values the cultures of all children"; and incentives to attract more black teachers.

■ **A massive lawsuit by schools against manufacturers of asbestos-containing products has been put on hold until later this year.**

The case, which was scheduled to be heard by a jury next month, has been postponed until a three-member federal appeals-court panel can review charges by defense lawyers that the federal district judge in the case acted in a way that may give the appearance of bias.

The judge in question, James M. Kelly of Philadelphia, has been presiding over the class action, which involves more than 35,000 public and private schools and more than 20 former manufacturers of asbestos-containing products, for eight years.

Charles Bruton, a defense lawyer, said that the judge's decision to attend a 1990 conference on asbestos that featured 13 potential witnesses for the plaintiffs has an "appearance of impropriety." Last year, the judge said that while the speakers would not be allowed to testify as expert witnesses, they could still present information to the jury, Mr. Bruton said.

The defense lawyer said that the appellate panel may complete its review this spring. He said that unless either side appeals the panel's eventual ruling, the case could resume with either Judge Kelly or with a new judge later this year.

■ **The National Board for Professional Teaching Standards last week awarded a $1.4-million contract to a consortium led by the Center for Educational Research and Evaluation at the University of North Carolina at Greensboro to establish a group that will act as a research coordinator for assessment issues.**

Researchers from Western Michigan University, Arizona State University, the Professional Examination Service, and LMP Associates will be partners in the technical-analysis group.

Richard M. Jaeger, a professor of educational-research methodology and the director of the center at the North Carolina campus, and Lloyd Bond, also a professor of educational-research methodology at the university and a senior fellow at the center, will serve as principal investigators.

Over the two-year contract, the research group will design pilot studies and field tests of assessment components; conduct studies to address issues of reliability, validity, and fairness; and review and synthesize relevant research.

The technical-analysis group will be advised by a board of outstanding teachers.

The N.B.P.T.S. is developing a system of voluntary teacher certification that is expected to begin during the 1993-94 school year. ■

STATES

State Judge Rules Wisconsin Cannot Censor School Nicknames

The Wisconsin Department of Public Instruction has no authority to censor a school's nickname or symbol, including those that offend American Indians, a Wisconsin judge has ruled.

The case involves Milton High School, whose "Redmen" nickname and symbol prompted a complaint by a local Indian woman. She asked the department of public instruction to review the school's name and symbols to determine if they were discriminatory.

Milton school officials went to court, arguing that the state had no authority in the matter, and Rock County Circuit Court Judge John Lussow agreed.

"It's not in the realm of statutory discrimination," said Jon Platts, the Milton superintendent. "It's basically a matter of local control. We believe it's the local community and school board's decision to make."

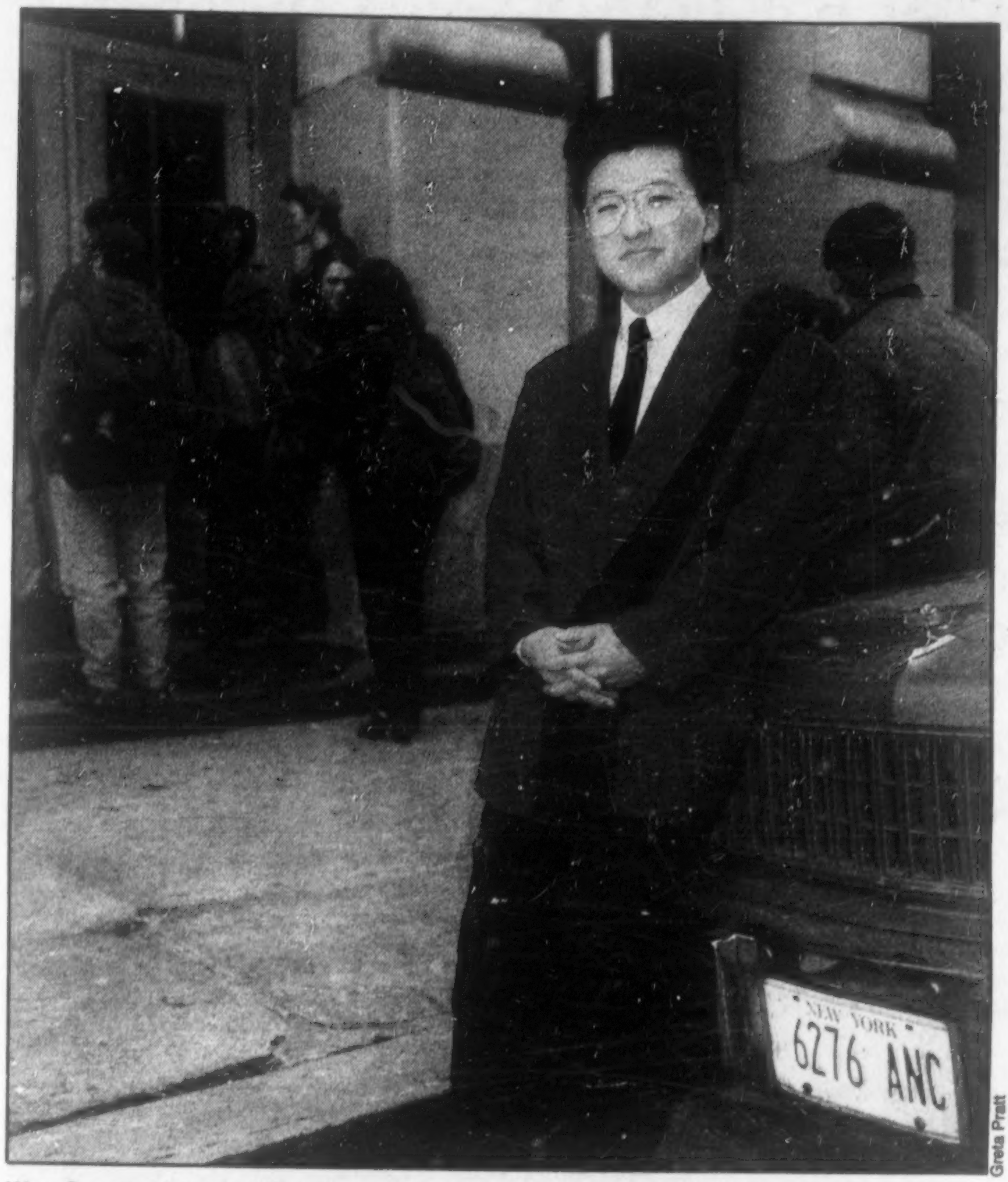
In response to the complaint, Milton High last year abandoned a cartoon caricature of a tomahawk-wielding Indian but stopped short of the action taken by the Verona, Wis., school board, which voted last month to change its Indian name and symbol.

■ **The Georgia Board of Education has proposed exempting from state inspections public schools and school systems that meet the standards of a specific private association.**

The state board voted this month to exempt schools and systems that are accredited members of the Southern Association of Colleges and Schools from visits by state education-department inspection teams monitoring compliance with state standards.

State officials said the rule change was made in response to budget cuts that had forced a reduction in the state's school-inspection staff.

State inspectors will continue to monitor the approximately 500 Georgia public schools not accredited by the Southern association. ■



Greta Pratt

Won So, an 18-year-old senior at Stuyvesant High School, will join the New York City school board next month as its first student member.

and I'm a little bit nervous," he admits. "It's a really big bureaucracy, and it's hard to learn in such a short time" all the subtleties of the sprawling system.

But Mr. So remains fairly undaunted about the tasks that lie ahead.

"The students of New York City are like a white shirt with a small black stain on it, and all the attention of the media is focused on this small black stain," he observes. Instead, Mr. So says would like to redirect media coverage to the positive accomplishments of the city's students.

In Brookline, Mass., meanwhile, the school-committee representative, Leah Oppenheim, and her fellow student-government officers are focusing their efforts on struggling to persuade the board to allow semi-restricted condom distribution in Brookline secondary schools.

"It is hard because we're kids," Ms. Oppenheim notes. "A lot of time the 'officialness' of the meeting is frustrating because they just won't let us do what we want."

Not Taken Seriously

What many young board members like these have to offer schools is a fresh perspective and a greater willingness to take risks, according to Ralph Wilson, the president of the National Caucus of Young School Board Members. The caucus, which has approximately 100 members, defines "young" as under 35.

Although most of its members are in their mid-20's, the graduates, like the current high-school students, find that they are not always taken seriously by their constituents, says Mr. Wilson, a 29-year-old who sits on the Natchitoches, La., board of education.

"It's really difficult," Mr. Wilson says, "to seek public office at an early age, when you're single and you don't have children in the school district."

One who was surprisingly successful is 18-year-old Kathy McDonald of Puyallup, Wash. Just five months after she graduated from high school, she employed grassroots savvy and a $50 budget to net a seat on the local board of education last November, unseating an eight-year incumbent in the process.

While working at a Sears store, Ms. McDonald kept a watchful eye on the addresses on her customers' checks. "If I saw someone was from Puyallup, I'd tell them I was running for school board," and then would strike up a conversation, she says.

In contrast to some of her peers, however, Miecha Warwie, the Maryland board member, finds her age and status to be an advantage. "I don't have any political ties to anyone; I don't have anything I owe to anyone," she explains.

As might be expected of young elected officials, many of these youthful board representatives maintain packed schedules, and must learn how to manage their time efficiently early on.

Political Aspirations

In addition to her school-board responsibilities and homework, Ms. Warwie plays soccer in the fall, works in a local video store on weekends, and occasionally testifies before the Maryland legislature and the state board of education on education issues.

Meanwhile, New York's Won So, who holds a black belt in tae kwon do, is president of his school's martial-arts club, volunteers for a charity, and helps out in his father's store during vacations.

He attributes his perseverance to the example of his father, who works 15 hours daily at the fish store he owns. "Watching him, it's hard for me to relax," Mr. So explains.

While many of the young politicos look at their school-board terms as an intrinsically valuable learning experience, some also view their positions as a steppingstone to higher electoral offices.

Mr. So will matriculate at Harvard next fall, where he hopes to study political science, and he dreams of eventually serving as the first Asian-American U.S. Senator from New York.

"I'd love to be 'the education Senator,' " he muses. Although he might have considered a Presidential bid, he is ineligible because he was born in South Korea, and he thinks that "even when I'm 50 or 60 or 70" the country will not be ready for an Asian-American President.

In contrast, Anne Arundel's Miecha Warwie does not see a future for herself either on Capitol Hill or in the statehouse. "I know I don't want to go into politics," she says. "I never really understood before how harsh politics could be. You're always looking for a reason why someone is motivated. . . . I just want to do something where the motivation is good and honest and simple."

What career would she prefer to politics?

"I want to be a teacher." ■

Q. What strengths can community foundations bring to child advocacy?

A. [We] take the long view of community need and are focused on gathering accurate information and adapting to current challenges and future issues [and engaging] a cross section of leaders in their communities to do strategic planning and candid problem-solving.

Q. What is the best strategy to secure funding for children's programs in these recessionary times?

A. One that carefully documents the magnitude of the issues facing children and communicates those needs through the media effectively. [Too often], we have given the impression that only a small segment of abjectly poor kids are at risk, when, in fact, the majority of children—extending from those in extreme poverty to the working poor, even into lower- and middle-class families—are jeopardized by a failing public-education system, health system, and lack of affordable housing.

Our charge is to do a far more effective job of framing the nature of those issues.

The coalition is enlisting people like Jay Winston of the Harvard University School of Public Health, who was responsible for designing the "designated driver" campaign, to help prepare a similar campaign around children's issues. ■

DIMENSIONS

Preprimary Enrollment Rates in Western Countries

Preprimary enrollment and enrollment rates, by age: Selected countries, 1987-88

Country	Total enrollment	Enrollment rates in preprimary education				
		2 years old	3 years old	4 years old	5 years old	6 years old
Austria	192,571	1.0	28.5	63.4	92.3	24.1
Belgium	371,509	21.6	94.1	98.1	97.1	2.5
Canada	440,623	—	—	41.4	69.2	10.6
Denmark	51,988	—	—	—	—	96.8
Finland	99,442	20.2	16.0	19.6	24.3	48.0
France	2,518,602	35.7	96.3	100.0	99.8	1.6
Germany, West	1,660,284	9.1	32.3	71.6	86.5	79.5
Greece	155,527	—	9.1	43.2	57.0	1.1
Ireland	142,018	—	0.7	52.1	96.3	52.4
Italy	1,586,850	—	—	—	—	—
Japan	2,016,224	—	15.6	54.6	63.9	—
Netherlands	338,721	—	—	97.9	98.7	—
New Zealand	61,727	8.8	42.6	72.8	0.6	—
Norway	110,981	22.8	31.6	44.1	52.6	64.2
Portugal	104,438	—	—	—	—	—
Spain	1,054,241	4.5	17.8	90.6	100.0	—
Switzerland	132,879	0.6	5.4	18.7	67.1	78.1
United Kingdom	694,000	1.3	25.9	69.2	—	—
United States[1]	6,515,000	—	28.9	49.0	86.7	15.0
Yugoslavia	396,889	19.1	18.5	22.8	35.9	13.1

[1] 1986-87 data

— Data not available

Source: Organization for Economic Cooperation and Development

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 20 · February 5, 1992

© 1992 Editorial Projects in Education / $3.00

Foundations Seek To Expand Pool of City School Chiefs

$2.3 Million Earmarked To Help Refill Pipeline

By Lynn Olson

A plan to increase rapidly the number of candidates ready and able to seek jobs as urban superintendents has attracted the support of five major foundations.

"Superintendents Prepared," a joint project of three Washington-based research and consulting organizations, is designed to move 90 highly qualified educators and other professionals into positions as urban school chiefs over the next three years.

It will be supported with more than $2.3 million in grants from the DeWitt Wallace-Reader's Digest Fund, the Pew Charitable Trusts, and the Ford, Prudential, and Rockefeller foundations.

The program, whose announcement was scheduled for this week, is a response to a precipitous decline in the pool of people willing to lead big-city school systems. *(See Education Week, Jan. 30, 1991.)*

In 1990 alone, almost half of the nation's large urban school districts had superintendent vacancies. The average tenure for such chief executive officers is now about two and a half years.

"Unless things change drastically and quickly," leaders of the Superintendents Prepared consortium maintain, "the pipeline [of talented superintendents] will re-

Continued on Page 17

Bush Speech Focuses on Economy, Not Education

$500-Million Program For Vouchers in Budget

By Julie A. Miller

WASHINGTON—While acknowledging education's importance in improving the nation's competitiveness, President Bush last week proposed no major new education initiatives in a State of the Union Message that focused on economic policy.

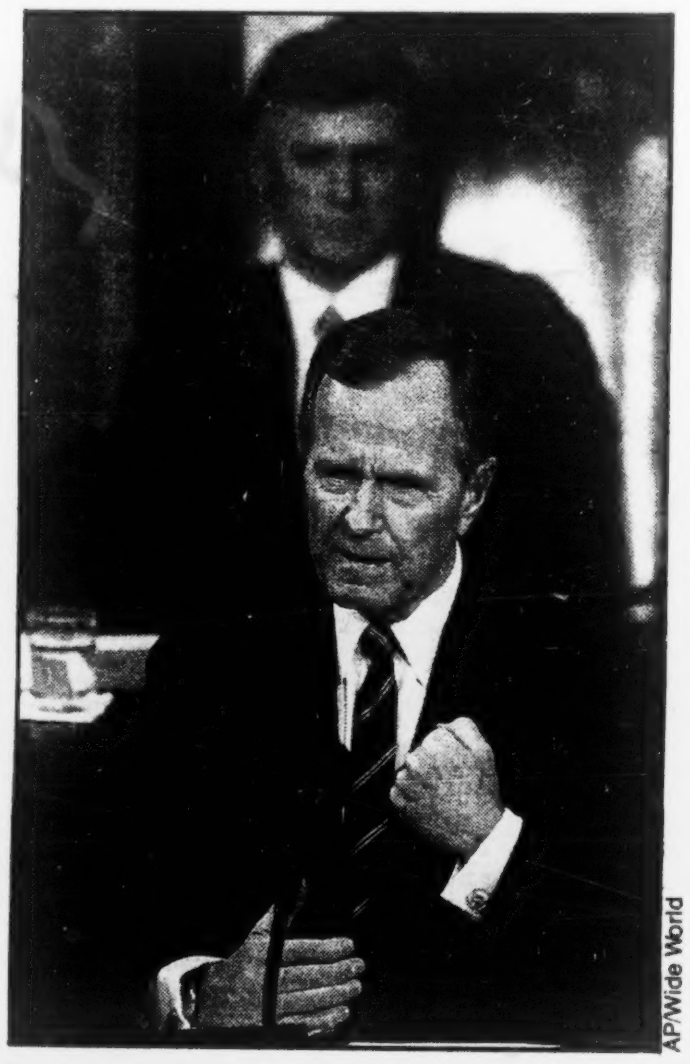
One new education proposal was included in the Administration's budget: a $500-million education voucher plan that would give "low and middle income" parents federal and state funds to enroll their children in private or public schools.

The proposal included in the budget is bolder than the $200-million choice plan the Administration offered last year as part of its America 2000 education strategy. And public-education advocates said last week that it was a peculiar proposal to make just a week after the Senate decisively rejected a much more modest $30-million demonstration project.

"Maybe they had the budget books all printed up, and it was too late to take it out," said Michael Casserly, the acting executive director of the Council of the Great City Schools. "I really don't understand their thinking."

But John W. Sanders, the vice president of the National Association of Independent Schools, suggested that the Administration intends to use the proposal as a campaign issue, arguing that opinion polls show growing support for choice.

"The handwriting is on the wall about family choice," Mr. Sanders said. "The Senate is out of sync with the American people on this."



AP/Wide World

President Bush delivers his State of the Union Message before a joint session of Congress in the Capitol.

The Senate vote came as part of deliberations on a Democratic alternative to America 2000. Both that legislation and a companion House bill bear only passing resemblance to the Administration's proposal. *(See story, page 21.)*

A plug for America 2000 was Mr. Bush's

Continued on Page 24

Child Advocates Seek An Ear on Health Care

By Ellen Flax

The emergence of health-insurance reform as a potent national issue gives child advocates a chance to press for changes they have long argued are needed to improve the health status of children.

But making the most of the opportunity will likely take some hard bargaining, they concede.

"Kids are secondary in this," said Alfonso Guida, a public-policy analyst for the Child Welfare League of America. Broader economic and political forces are driving the debate, he and others noted.

Although expansion of health-insurance coverage has been on the agenda of child advocates for years, it is only within the past several months that the issue has moved to a central position on the national political landscape.

President Bush was scheduled to spell out details of his health-reform plan this week. Most of his Democratic challengers in the Presidential campaign have sought to capitalize on the issue, and a plethora of health-insurance proposals are now before the Congress.

But many of these proposals, child advocates say, would do little to ensure that the estimated 12 million children who lack health insurance, and the millions of additional children who are underinsured, receive proper medical care.

Some of the proposals, they note, would only encourage, not require, health-care

Continued on Page 24

With a Long Track Record on Education, Campaigner Clinton Speaks With Authority

By Julie A. Miller

MANCHESTER, N.H.—The recession has knocked New Hampshire's schools, almost entirely dependent on property taxes, into a state of financial shock. It is little surprise, then, that Bill Clinton is asked about education at virtually every campaign stop he makes in this state.

ELECTION '92

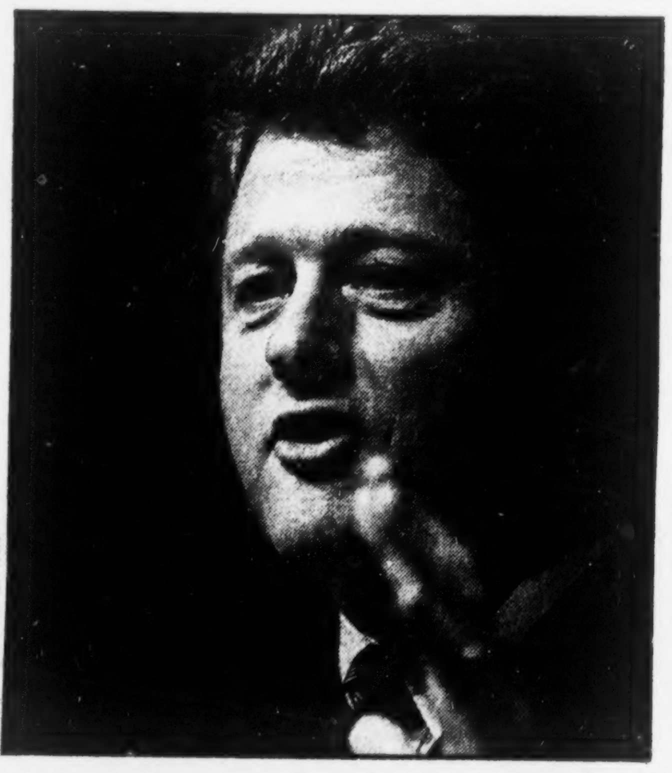
The local problem is not particularly amenable to a federal solution, but Mr. Clinton eagerly seizes on the opportunity to talk about education.

"I think we need a real education President," he says, taking a shot at President Bush, who claimed the title in 1988. "We need more than photo ops at schools, and rhetoric, and telling other people what to do."

"We need a real education policy," says Mr. Clinton, campaigning in the state that kicks off the Presidential primary season Feb. 18., and he proceeds to outline one: full funding of Head Start, a national apprenticeship program, a college-loan trust fund, a huge investment in adult and preschool education, national testing.

There is nothing new about Presidential candidates touting the importance of education.

Continued on Page 14



Benjamin Tice Smith

In 11 years as Governor of Arkansas, Bill Clinton has persuaded the legislature to enact a long list of school reforms.

Tex. Court Overturns State School-Finance System for 3rd Time

By Lonnie Harp

The Texas Supreme Court late last week struck down the state's school-finance system for the third time in 28 months, forcing lawmakers once again to develop a new funding plan.

While the court's 7-to-2 decision to invalidate the system was widely expected across Texas in recent weeks, the justices surprised observers by voting 5 to 4 to allow the legislature to wait until next year's regular session to come up with another solution to the problem of funding disparities between rich and poor school districts.

Although the extension will give lawmakers more time to prepare a plan, it is unlikely to change the alternatives, according to legislative aides. Most observers believe that the only options available to the state are either a massive district-consolidation program or constitutional amendments establishing a statewide property or income tax.

The court's ruling decisively struck down the county education districts that lawmakers created last year to combine tax

Continued on Page 20

Also in the news

5 **Promoting Peace**
A new national coalition is working to limit the influence of the military on public and private schools.

12 **Superior Software**
Many computer-using educators say today's software is far superior to the first generation of programs.

21 **Reform Bill Advances**
The Senate overwhelmingly approves funds to states and individual schools for education-reform plans.

IN SUMMARY

Wasted Gifts
Gifted elementary-school students face few challenges in standard schoolwork and should be freed from much of it, a new study concludes.
Page 4.

Denver Desegregation
Denver school officials said they planned to file a motion late last week seeking to end federal court supervision of the district's 22-year-old desegregation effort.
Page 5.

Heading for the Hurdles
Educators and policymakers are hailing the report of the National Council on Education Standards and Testing, while warning of the political and technical hurdles ahead. **Page 8.**

Restricted Reforms
Few instructional strategies recommended by reformers have been adopted widely, a study by the National Assessment of Educational Progress concludes.
Page 9.

Alcohol and Minors
Marking a significant shift in the government's fight against drugs, a revised national anti-drug strategy calls for increased efforts to prevent minors from using alcohol.
Page 10.

Rethinking Bilingual Education
U.S. Education Department officials say they will reconsider several controversial aspects of federal bilingual-education programs before asking the Congress for new funding. **Page 21.**

Commentary	**25 and 36**
Events	**27**
Federal File	**21**
Focus On: Administrators	**6**
Grants	**27**
Honors & Awards	**28**
Letters	**26**
Marketplace	**29**
Philanthropy	**10**
Special Education	**11**
State Journal	**18**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the American Association of School Administrators.
Begins opposite Page 18.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 20.

ACROSS THE NATION

NATIONAL

Business Program Offers Career Education in Elementary Schools

Grand Metropolitan P.L.C., a giant London-based food and retailing conglomerate, last week announced a partnership with 11 schools across the United States to boost career education in the elementary grades.

The company's "Kids and the Power of Work," or KAPOW, program will be led by volunteers from Grand Metropolitan's U.S. subsidiaries, which include the Pillsbury Company, the Burger King Corporation, the Häagen-Dazs Company, and Heublein Inc.

The program will combine classroom instruction about the world of work with visits to Grand Metropolitan worksites, said Ian A. Martin, the company's chief operating officer.

"It's a simple concept, but we believe it is substantial in content and impact," Mr. Martin said at a press conference in Washington launching the program.

Deputy U.S. Secretary of Education David T. Kearns lauded the program, saying "this type of partnership will make a difference."

Career-education experts said there are many such programs at the secondary-school level, but that the KAPOW program is perhaps the first to stress the importance of work to students in the early elementary grades.

The KAPOW program initially will focus on 2nd-, 4th-, and 6th-grade students in 10 communities where Grand Metropolitan has facilities, ranging from Burger King headquarters in Miami to an ALPO Petfoods Inc. facilty in Allentown, Pa.

Other schools participating in the program are in Wellston, Ohio; St. Louis; Watsonville, Calif.; Denison, Tex.; Belvidere, Ill.; Teaneck, N.J.; Hartford, Conn.; and Minneapolis. ■

STATES

Arizona Board Weighs Flexibility In 'No Pass, No Play' Regulations

The Arizona Board of Education is proposing more flexibility for its "no pass, no play" rules.

Currently, pupils in grades 7 through 12 and 6th graders in midddle schools may not participate in sports or any other extracurricular activities if they fail any of their classes.

Under the new proposal, students' progress since the previous, failing grading period would be evaluated at the start of the extracurricular activity. Students who were continuing to fail a course would not be eligible; those who were found to be passing would be able to resume activities immediately without waiting to pass the next grading period.

Also last month, the board agreed to reconsider its mandate that all elementary-school students take a foreign language by the 1992-93 school year. The board, which has already delayed implementation of the mandate for one year, cited lack of state funding for the program in its decision.

■ **The Texas Education Agency has approved 82 schools for a program that frees educators and administrators from many state regulations in return for improved student achievement.**

Officials said that more than 1,600 public schools applied for the Partnership Schools Initiative.

Schools selected for the program must submit a student-achievement plan by July and will work with the education agency's regional-service centers over the next three to five years, the T.E.A. said.

Schools will launch their programs beginning with the 1992-93 school year. ■

The Lesson of Giving

Corn
Bea
Sou

Loel Barr

While official U.S. humanitarian aid to the former Soviet Union is still in the planning stages, a group of Connecticut high-school students has already collected 2,000 pounds of food and clothing to distribute to the needy there.

Over the past few months, 19 students from Staples High School in Westport, Conn., have collected the goods from area residents and will personally distribute them as representatives of "Youth Ending Hunger," a national nonprofit organization that encourages young people to participate in social service for the disadvantaged.

These junior officers of goodwill will distribute coats and food to elderly pensioners and toys to mentally handicapped children. During their three-week stay this month, they will live with families in Moscow, attend Russian-language classes at English School No. 23, and take in such tourist attractions as the Moscow Circus. The students will also visit a school in St. Petersburg, where they plan to open another branch of the Youth Ending Hunger club.

Hector Guerra, the dean of students at Staples High and a coordinator of the trip, says he is delighted by the outpouring of generosity from the school and the community. AmeriCares, a national nonprofit relief service, lent a hand by arranging to ship the donated goods to Moscow. Mr. Guerra notes that half the food and clothing donated will remain stateside to aid those hardest hit by the recession.

"We are not going simply as tourists," says Mr. Guerra. "Our direct participation will teach the kids about giving—they see who gets the clothes, and realize first hand the needs of the people." —S.K.G.

DISTRICTS

Agreement Reached To End Forced Busing in Stockton, Calif., Schools

Officials of the Stockton (Calif.) Unified School District have approved an agreement that will end court-ordered busing in the district.

The pact between the district and California Rural Legal Assistance, which has represented minority parents, calls for a return to neighborhood schools in the 30,000-student district, which has been under court order since 1977.

The district argues that busing is no longer a viable means of desegregation in the district, which is now 80 percent minority. The new focus on neighborhood schools will alleviate the "harmful effects of racial isolation," the agreement states.

Under the agreement, approved by the school board last week, parents and teachers will form committees at each of the schools on the city's south side to select teachers and administrators.

In addition, most of the $4 million in desegregation funds that go to the district each year would be used to upgrade buildings and replace portable classrooms in the district.

The agreement still must be formally approved by the state superior-court judge who helped in drafting it, school officials said last week.

■ **The state-appointed administrator of the Richmond, Calif., school district has released a five-year financial-recovery program for the troubled district.**

The budgetary plan follows the district's court-approved removal from bankruptcy protection last fall.

According to the plan, the district owes more than $80 million in emergency loans and other long-term debts. These debts, the report asserts, resulted from mismanagement of a costly, intra-district choice plan implemented by former Superintendent of Schools Walter Marks.

According to the recovery plan, the emergency loans—which total more $46 million, including interest—must be repaid within 10 years.

The plan requires the superintendent and school board to develop a manageable budget for the 1992-93 school year and to properly notify employees of budget changes.

The school board must also agree to update the five-year plan each year and develop a comprehensive education plan consistent with the approved financial plan. Should the school board fail to adhere to any aspect of the plan, it will relinquish authority over the district.

Once the board has formally agreed to the recovery plan, the local board will regain the authority state officials removed last year.

■ **Dozens of teachers in Fort Wayne, Ind., may be forced to pay thousands of dollars in "fair share" collective-bargaining dues as the result of a ruling last week by the Indiana Court of Appeals.**

In two separate lawsuits dating back 10 years, the Fort Wayne Education Association has tried to collect the fees—intended to cover the cost of collective-bargaining activities for all employees—from non-union teachers. The fees average about $350 a year.

Last month's ruling reversed earlier deci-

Photos by Terry Harris

Clockwise from top left, Betty Merti feels "like I've been educated for the first time." Nancy Swanson calls the program "a real godsend." George Kasunich says his degree will give him "one more bullet in my ammo belt." Carol Polkinghorn says participants gain new perspectives.

Like Ms. Swanson, most of the 18 other students have taught for many years as well as serving as instructional leaders, department heads, and staff-development specialists. As a result, they do not want or need the normal array of courses offered in schools of education.

Educational-leadership students complete just two courses on education—supervision of instruction and educational leadership—in addition to their core courses on finance, management, and the like.

Velma Saire teaches both education courses. "We were always changing the syllabus because we made courses that were really relevant to what was going on in schools," she says. "These are experienced practitioners, and they were identifying what they needed in their schools."

Rather than spending an entire semester on school law, for instance, the students attend a daylong seminar on the topic. Whatever the subject, Ms. Saire says, she emphasizes the need for the students to apply what they learn.

Likewise, in the more business-oriented courses, the educators complete papers and projects on topics related to education, says Carol Polkinghorn, an instructional leader for the Greensburg Salem, Pa., schools. In one computer course, for example, she created a data base schools can use.

Educators and non-educators alike benefit from working and studying together in the program, Ms. Polkinghorn says.

"We've been able to give them a different perspective on the role of education, and they've helped us see how they operate and what they need from our students and our schools," she explains.

Emphasis on Relevance

Mr. Faulk, the associate dean, has intentionally relied on adjunct professors, who practice what they teach, to keep the program as relevant and up-to-date as possible. Ms. Saire's résumé, for example, includes positions as a teacher, a Head Start program director, and a magnet-school principal. Other adjunct faculty members include a management consultant, a former planner for Westinghouse, the owner of a marketing firm, and a practicing psychiatrist.

But the emphasis on relevance does not end with the faculty. Midway though the program, the students attend a two-day assessment center for principals. For eight hours a day, the center runs participants through a range of group and individual activities designed to simulate an administrator's duties.

In one typical exercise, participants pretend they have been hired at a school that has been without a principal for two months. They have 90 minutes to sort through the principal's in box and deal with problems that have arisen.

The group activities, however, give the best illustration of Carnegie Mellon's non-traditional approach. Many participants from other districts and universities considered themselves a failure if their group did not adopt their remedy for a problem, Ms. Swanson says. "But we didn't see it that way. If the group came up with the best solution, then the group did its job."

Adds fellow student Suzan Peterson: "We were all interested in the human-management side of things. We need to work through problems together; no one charges in with the ultimate solution."

In addition to the assessment-center exercises, the Carnegie Mellon students also complete an internship, working with a practicing principal or administrator from outside their school or district.

Pressure To Do Well

It is too early to judge the success of Carnegie Mellon's approach to training administrators, since the program's two graduates are still new to their jobs. Mr. Masciola, the administrative assistant in Washington, says he feels extra pressure to do well because his training was longer and more expensive than that of many traditional programs.

"If we come out of there with this degree, and we're not applying everything that's been taught to us and doing it in a successful way," he says, "people are going to say, 'What's the advantage of going into this non-traditional setting?' "

But if the students' glowing comments about the program are any gauge, other institutions may want to consider the Carnegie Mellon approach.

"I feel like I've been educated for the first time in my life," says Ms. Merti, the assistant principal. "My philosophy about kids hasn't changed, but my philosophy about how we need to change education has as a result of the program."

George Kasunich, the only independent-school educator in the program, calls the degree in public management he will earn "one more bullet in my ammo belt of life."

"I think this degree will make the next 20 years of my working life the most exciting 20 years," says Mr. Kasunich, the science-department chairman at Shadyside Academy here in Pittsburgh. "I'm looking at people my age who are starting to wind down, and I'm frightened by what I see. I was satisfied for quite a while, but I'm no longer satisfied." ■

---

wanted to try to spend an hour or two back in the central office. Then it's back over to the elementary during lunch time and recess. Even though we use parent volunteers out on the playground at recess, I go out there just about every day for a little while. Then after lunch is over, I come back to the central office. Then I end up back at the elementary school at the end of the day getting the buses out around 3:00.

I find I really end up spending more time in the elementary building than I had anticipated—particularly at this time of year, because we get into teacher appraisals and I need to be in the classrooms. As principal, I am responsible for conducting the appraisals. As superintendent, normally my elementary principal would be doing that. Since I'm both, it takes a lot of time.

Q. Didn't you also fill in as an aide in the cafeteria?

A. For the first half of the year, I did that. They've fired me from that job. One of the positions we cut back on, among others, was the elementary cafeteria aide. The board of education . . . made some staff adjustments in mid-year that saved a little bit of money that was used to hire an aide. It's one of the best ways to get to know the kids, but it was taking two hours out of my day, every day. Not having to do that makes a big difference.

Q. Can you keep this up?

A. I don't think so. In fact, I have just decided that I am going to change positions. If I wanted to remain in a superintendency, I would definitely remain here. The decision is . . . related to personal things.

[In the four years I have been superintendent,] we've just had a series of things that have occurred, that were nobody's fault. When I came into the superintendency, we were just starting a campuswide renovation program. We had some difficulties with the contractor and the architects, and it ended up being a really tough time. We were in here all summer in T-shirts cleaning up rooms, trying to get the schools opened. A series of things, the levies and so forth, were affecting me personally a little bit more than I thought it needed to.

Q. What are you going to do?

A. I'm looking at different options. My contract is over July 31. I will certainly stay in education, in administration, in some way. This is a community and a school district with a really good reputation. Our students do well academically; we have good community participation. I just can't help but think that in the near future, it will turn around. ■

DIMENSIONS

Principals in Public Schools

Selected Characteristics	Total[1]	Percent of principals, by highest degree earned[2]				Average years of experience		
		Bachelor's	Master's	Education Specialist	Doctor's& First Professional	As a Principal	Other School Position	As a Teacher
Total	77,890	2.4	53.4	35.1	8.9	10.0	3.8	9.8
Sex								
Men	58,585	1.9	55.7	34.3	8.2	11.2	3.8	9.0
Women	19,118	3.9	46.8	37.8	11.3	6.1	4.0	12.3
Race ethnicity								
White[3]	69,048	2.5	53.7	35.0	8.6	10.1	3.6	9.6
Black[3]	6,696	(5)	51.4	36.9	11.5	8.8	4.8	11.8
Hispanic[4]	2,483	(5)	54.2	30.2	(5)	6.6	5.4	9.8
Asian or Pacific Islander	434	(5)	52.8	33.4	(5)	7.7	4.5	10.8
American Indian or Alaskan Native[3]	821	(5)	51.2	(5)	(5)	9.9	4.6	9.1
Age								
Under 40	14,430	3.6	54.7	33.7	(5)	4.3	2.5	7.8
40 to 44	17,755	2.0	49.0	39.7	9.2	6.8	3.7	9.2
45 to 49	16,408	0.0	52.8	35.8	9.8	10.0	4.0	10.3
50 to 54	14,936	2.2	56.6	33.2	7.9	13.2	4.3	10.8
55 or over	13,891	2.7	55.9	31.7	9.8	16.5	4.1	11.4

Note: Details may not add to 100 percent because of rounding and survey item nonresponse.

Source: National Center for Education Statistics

[1] Total differs from data appearing in other tables because of varying survey processing procedures and time period coverages.

[2] Percentages for those with less than a bachelor's degree are not shown.

[3] Includes persons of Hispanic origin.

[4] Persons of Hispanic origin may be of any race.

[5] Too few sample cases (fewer than 30) for a reliable estimate.

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 21 · February 12, 1992

© 1992 Editorial Projects in Education / $3.00

Schools' 'Glass Ceiling' Imperils Girls, Study Says

Enforce Title IX, Revise Curricula, Report Urges

By Millicent Lawton

WASHINGTON—Girls face pervasive barriers to achievement throughout their precollegiate schooling and are "systematically discouraged" from pursuing studies that would enhance their prospects for well-paying jobs, a study to be released this week contends.

The report, commissioned by the American Association of University Women, is described as the first synthesis of the existing research on girls in public education.

It lists 40 recommendations for bringing about more equitable treatment of girls by schools, ranging from strengthened enforcement of federal laws prohibiting sex discrimination to the adoption of "gender fair" curricula. The recommendations will be the basis for discussion at a national summit of education organizations scheduled to be held here Feb. 12 in conjunction with the report's release.

"Construction of the glass ceiling begins not in the executive suite but in the classroom," Alice McKee, the president of the A.A.U.W. Educational Foundation, said in a statement accompanying the report.

"It starts in preschool. . . . By the time

Continued on Page 17

Claims of Success By 'Hooked on Phonics' Called Into Question

By Debra Viadero

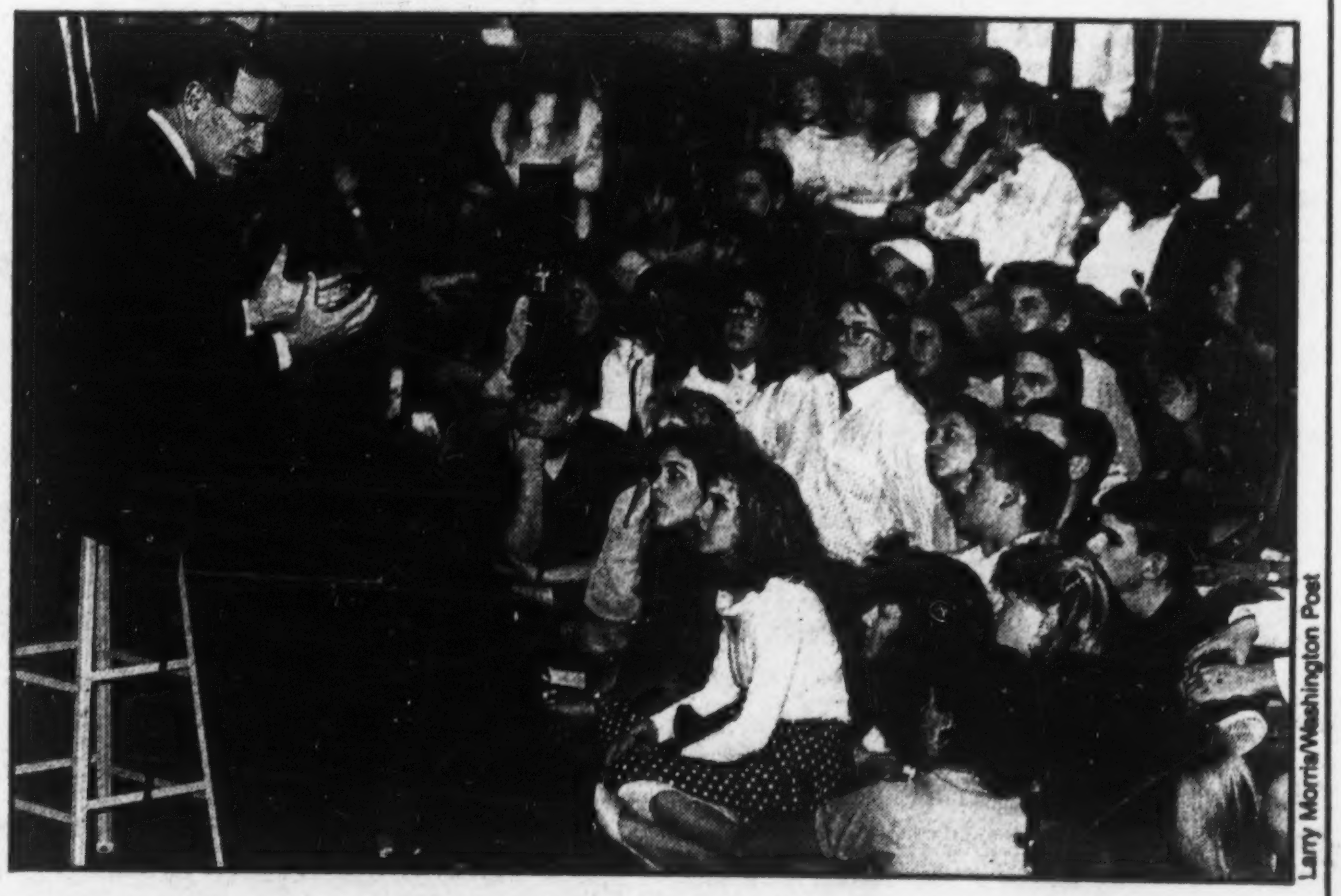
By now, millions of Americans have encountered the radio or television commercials for "Hooked on Phonics." By purchasing the $179.95 kit, the advertisements proclaim, children can become "super readers," and illiterate adults, in the privacy of their own homes, can finally learn how to read.

The intensive advertising campaign has proved successful for the product's manufacturer, Gateway Products Ltd. of Orange, Calif.

According to the company's marketing brochures, more than half a million Hooked on Phonics kits have been sold since the product was first introduced five years ago. Even amid the current recession—and despite a concerted effort by the manufacturer in recent months to tone down its advertising campaign—the product apparently continues to sell.

A growing number of reading experts, however, have begun to question some of the claims that Hooked on Phonics makes in those commercials.

Continued on Page 18



Larry Morris/Washington Post

President Bush's opponents are likely to portray education as one more domestic arena in which he has made more promises than he has kept.

Self-Styled 'Education President' Places His Record Before Voters

By Lynn Olson
And Julie A. Miller

In declaring himself the "education President" in 1988, George Bush virtually guaranteed education a spot in his 1992 campaign.

But the challenge will be to turn that moniker into an asset—and not a liability—during a year when Mr. Bush has been roundly criticized for his slighting of domestic issues.

"It does raise the ante on this issue," said Neil Newhouse, a partner in Public Opinion Strategies, a Republican polling firm. "It makes it necessary to discuss education, to have a program for it, and to put something on the table."

As President Bush's budget proposal for next year made clear, the education agenda that he intends to promote on the stump will carry few surprises.

ELECTION '92

His package remained essentially the same as last year's: national standards and testing, "new American schools," greater flexibility for teachers, and more choice for parents.

Continued on Page 27

20-Nation Study Shows U.S. Lags In Math, Science

Few Clues to Success Found in E.T.S. Survey

By Robert Rothman

WASHINGTON—The first international study published since U.S. officials set a goal of leading the world in student achievement in mathematics and science suggests that the United States appears far from reaching its target.

The 20-nation study, conducted by the Educational Testing Service, found that American 13-year-olds outperformed only those from Jordan, Portugal, Brazil, and Mozambique in mathematics, and only students from those countries and Ireland in science.

The validity of cross-national assessments is debated, page 12.

U.S. 9-year-olds, by contrast, were among the highest-performing of 14 nations in science. But the younger students performed near the bottom of the international rankings in math.

The study also found that, in virtually all nations, including the United States, the top 10 percent of students performed well above average, and the bottom 10 percent performed relatively poorly.

It also found no clear correlation between performance and factors reformers often suggest—such as the length of the school day or year, the amount of money spent on education, and the use of innovative instructional techniques.

Continued on Page 13

Complex Set of Pieces Needed To Fill In School-Readiness Puzzle

By Deborah L. Cohen

The success of the six national education goals, many educators and policy analysts maintain, hinges to a great degree on the first: ensuring that, by the year 2000, all children enter school ready to learn.

If children enter school already at risk, they argue, it will be that much harder to raise high-school graduation rates, boost students' competency in key subjects, advance the position of U.S. students to first in the world in science and mathematics, ensure that all adults are literate, and rid schools of drugs and violence.

"If we met Goal 1, we would probably come closer to meeting the other goals," said Sue Bredekamp, the director of professional development for the National Association for the Education of Young Children.

But meeting that goal, experts in education, health, and human

Continued on Page 14

Ron Alston

Many believe that meeting Goal 1 will require a far more comprehensive set of interventions than anything now in place.

Also in the news

5 **Time Off**
Rarely used, teacher furloughs are a last-ditch effort to balance district budgets.

19 **Partisan Parley**
The nation's governors exchange heated views over Administration policies.

23 **Science Project**
The Education Department and the National Science Foundation join forces.

IN SUMMARY

Teachers on Hold
The Los Angeles Unified School District has postponed ratification of its contract with district teachers following the discovery of a $150-million shortfall in the school system's budget. **Page 4.**

Paperwork Alert?
School administrators are concerned that recently adopted federal immigration rules may force them to reverify a substitute teacher's eligibility each time he is called in to work. **Page 5.**

Joining the Fray
Groups representing the nation's independent colleges and universities have pledged to work to bring about reform of elementary and secondary education. **Page 8.**

College Budget Woes
At least 28 states will cut their higher-education budgets this fiscal year, leading to tuition increases, program cuts, and enrollment caps, a new survey finds. **Page 8.**

Petitioning the Bishops
A contract dispute between Catholic-school teachers and their bishop in an Indiana diocese has entered the national spotlight with the involvement of the national Catholic teachers' union. **Page 9.**

Finding Bilingual Teachers
How to meet the growing demand for trained bilingual educators has become a source of serious concern to school officials nationwide. **Page 10.**

Democrats on Education
Of the five major Democratic Presidential candidates, only two have substantial records on education and none has made better schools the centerpiece of his campaign. **Page 28.**

Bilingual Education	**10**
Capital Update	**24**
Commentary	**30 and 40**
Deadlines	**32**
Events	**32**
Focus On: Curriculum	**6**
Legislative Update	**22**
Marketplace	**33**
State Journal	**19**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 21.

ACROSS THE NATION

STATES

Ga. Think Tank Blasts Growth Of State Education Bureaucracy

The growth of Georgia's educational bureaucracy over the past two decades has siphoned an additional 24 cents of each education dollar away from classroom instruction, a public-policy think tank asserts in a recent report.

The Georgia Public Policy Foundation said the percentage of education dollars being spent on classroom instruction declined from 76 percent in 1970 to 52 percent in 1990, largely due to massive growth in spending on administrative costs and employee benefits.

If the percentage of educational funding spent on instruction had not declined, Georgia would have spent an additional $6.2 billion on classroom instruction over the past 20 years, according to the report released last month.

Despite the shift in funding toward noninstructional costs, instructional funding in Georgia nonetheless has increased dramatically since 1970 as a result of a 684 percent increase in spending on public education, the report says.

■ **New York State has more than doubled its spending on public education since 1980, but the increased funding has failed to produce significant improvements,** argues a report by the top business lobbying group in the state.

The report by the research arm of the Business Council of New York State urges state officials to require local school districts to cut back on administrative costs and provide more money for the classroom.

The report, "The $11-Billion Mystery," says that annual school spending in the state is now $11 billion higher than in 1980.

"The experience of the past decade proves conclusively that simply pouring more and more money into the same system will not necessarily produce better results," the report states.

The report strongly endorses the "New Compact for Learning" approved by the state board of regents last year. The compact is designed to free schools from administrative regulations to allow greater focus on educational results.

But the report says the regents have been slow to eliminate state mandates under the compact.

"The regents could jump-start the compact," it says, "by widely publicizing the dropping of dozens of state mandates and calling on parents and taxpayers to demand a consequent rearrangement of priorities at the local level."

■ **Florida schools will receive $566,736 worth of computer equipment as a result of a consumer-fraud investigation of a computer retailer.**

The donation, announced late last month, is part of a settlement reached between the state attorney general's office and the Tandy Retail Group of Fort Worth, Tex. The retail chain owns 68 stores in Florida.

An investigation found that between September 1987 and July 1991, the chain charged customers a $2 "warranty-filing fee" without telling them or giving them the option of not paying. The investigation also uncovered such practices as overcharging, delaying refunds, and using "bait and switch" tactics to steer consumers toward more expensive items.

The Tandy Group has agreed to offer refunds to consumers, which could total $1.4 million. The company will also pay the state $30,000 in investigative costs and $75,000 to the consumer-fraud trust fund, state officials said.

A spokesman for the attorney general's office said that the state education department will choose within the next three months the schools to receive the donated equipment, which includes 120 teacher workstations, along with computers, printers, software, and accompanying training seminars. ■

DISTRICTS

Federal Court Rejects Retroactive Use of 1991 Civil Rights Act

A federal appeals court has dismissed a teacher's race-discrimination lawsuit against an Indiana school district and rejected her attempt to retroactively apply the Civil Rights Act of 1991 to her case.

A three-judge panel of the U.S. Court of Appeals for the Seventh Circuit on Jan. 21 upheld a federal district judge's dismissal of the teacher's lawsuit against the school district in Indianapolis. The appellate panel reached that decision even though the district judge had based the dismissal on a 1989 U.S. Supreme Court decision that was overturned last year by the Congress's adoption of the new civil-rights law.

In the case, *Partee* v. *Metropolitan School District of Washington Township*, Maxine Partee contended, among other things, that she had been denied promotions to various positions because of her race.

The district judge said that, based on the 1989 High Court decision in *Patterson* v. *McLean Credit Union*, which limited a key federal race-discrimination statute to the area of hiring, the teacher could not sue for discrimination in promotions once on the job.

But the *Patterson* ruling was one of seven recent High Court decisions overturned by the Congress last year. The Civil Rights Act makes clear that all stages of employment discrimination are covered by federal law.

A major open question in employment law is whether the new civil-rights law will apply retroactively to cases pending when it was enacted.

The Bush Administration and the Equal Employment Opportunity Commission have argued that the law should not apply retroactively. Several federal judges have split on the issue.

The Seventh Circuit panel is the first appellate court to rule on the issue, but the panel rejected Ms. Partee's attempt to apply the 1991 law on procedural instead of substantive grounds. The opinion said the teacher had "waived any consideration" of the issue by not raising it until after oral argument before the panel in December.

■ **The Roman Catholic Archdiocese of**

Recycling Trash Into Art

Leila Cabib

Whereas most people view trash as a nuisance, some children in Colorado regard it as their personal muse.

Artwork by children in Boulder, Colo., is being showcased in "Enviro-Art," an exhibit at the University of Colorado Museum in Boulder. The collection, cosponsored by a local trash-disposal company, challenged students in the Boulder area to find new ways to use what most people regard as junk.

Most of the 200 submissions focus on the animal kingdom, although the creatures owe as much to the landfill as to nature and imagination. A group of 5th graders created a metal crab with a tuna-fish-can shell, bobby-pin legs, and pincers made from soda-can pop tops.

The political overtones of some works suggest their creators are environmental activists in the making. One piece features an oil can spilling its contents onto a bed of flowers where a life-size, Bambi-esque fawn lies in repose.

"The kids' works show a very cheerful and positive look at recycling," says Becky Phillips, the coordinator of the exhibit.

The award-winning "Recycled Rainforest," created by 5th graders at Lafayette Elementary School, features a rainforest the size of a shoe-box, complete with newspaper trees, Styrofoam lions, and egg-carton turtles.

The students' desire to preserve nature didn't end with the exhibit. Now they are saving aluminum cans to raise money to buy a piece of a real rainforest.

—S.K.G.

Math-Science Study Finds U.S. Students Far From the Goal of First in the World

Continued from Page 1

"There is no single magic key unlocking educational excellence," Gregory R. Anrig, the president of the E.T.S., said at a press conference here.

But Mr. Anrig added that the study is valuable because it shows what is possible for students to achieve in math and science.

"Nine- and 13-year-olds can learn a great deal when there is rigorous content," he said. "High expectations produce high achievement."

"We do a great disservice to students when we set the bar too low," Mr. Anrig added.

Secretary of Education Lamar Alexander added that the study reinforces the view that the nation should set high standards for student performance and should encourage all students to reach those standards.

"Until we change the attitudes and standards for schools and children, we will not reach our goals," he said. "The good news is, we can reach the goals."

A Fair Comparison

The study released here last week was the second international assessment of educational progress conducted by the Princeton, N.J.-based testing firm. The first, released in 1989, measured the performance of 13-year-olds from six nations in math and science.

The new study, funded by the Education Department and the National Science Foundation, comes at a time when an increasingly vocal chorus has criticized international comparisons as invalid.

But, largely in response to such critics, the E.T.S.—after consultation with a National Academy of Sciences panel charged with overseeing such studies—undertook a number of steps to ensure that countries' educational performance were not compared unfairly.

For example, in reporting the results, the report's authors pointed out which countries' test-taking populations did not reflect their entire populations of 9- and 13-year-olds.

The study was based on 75-minute multiple-choice and short-answer tests administered to some 175,000 9- and 13-year-olds in 1990 and 1991.

In the United States, about 1,400 students from some 105 schools were tested in each subject at each age level.

The United States had among the lowest participation rates of any country, with between 70 percent and 80 percent of schools selected agreeing to participate in the study.

Archie E. Lapointe, the director of the center for the assessment of educational progress at the E.T.S., said many schools declined to participate in order to protect their students from taking yet another test.

High Expectations

In math, 13-year-olds in China performed at the highest level, with an average score of 80 percent correct. However, the report notes, only half of the 13-year-olds in China are enrolled in school.

> *Students "can learn a great deal when there is rigorous content. High expectations produce high achievement."*
>
> – Gregory R. Anrig

Other high-performing countries were Korea; Taiwan; Switzerland (in which 15 of the 26 cantons participated); the former Soviet Union (which included only Russian students); Hungary; France; the Emilia-Romagna region of Italy; Israel (Hebrew-speaking students); and Canada.

The study found no gender gap in math among 13-year-olds in most of the countries that participated, although, in eight nations, boys outperformed girls.

However, almost all students agreed that math "is for boys and girls about equally."

In examining math curricula, the study found that most countries stress basic whole-number operations at age 13.

It found, however, that those that emphasize algebra and geometry—with the notable exception of Taiwan, where students did well even though geometry is not stressed—performed at relatively high levels on the assessment.

"The shift to more advanced content may suggest an effective strategy for challenging students, for presenting more interesting aspects of mathematics, and for underlining high expectations," the report states.

The report also notes that few countries have adopted the innovative teaching methods reformers in the United States have advocated, and that there is no clear relation between the use of such strategies and student performance on the assessment.

For example, it notes, students in many countries say that they regularly spend instructional time listening to math lessons; few students say they are involved in group work; and many say they do not use calculators or computers in school.

Home Factors Examined

Examining their home backgrounds, however, the study found some clear patterns.

Math achievement is positively related to the number of books in the home and to the amount of time 13-year-olds read for pleasure, the report notes, while achievement decreased with the amount of television watched each day.

Twenty percent or more of test-takers in Israel; Scotland; the United States; Fortaleza, Brazil; and Maputo-Beira, Mozambique, said they watched five hours or more of television a night, the report states.

"It is not among the six national goals to lead the world in the amount of TV we watch," Secretary Alexander said.

The study found little relation, though, between national policies—such as the length of the school year or the amount of the gross national product spent on education—and performance.

Although students in some high-performing countries, such as Korea, go to school 222 days a year, those in Hungary, which also performed well, go to school 177 days, fewer than the average required in the United States.

Among 9-year-olds, the study found, the range in performance was not as great as among the older students, yet those in some countries—particularly Korea—clearly outperformed the others.

The gender gap was not as prevalent at that age as at age 13, it found, and the variations in performance among math topics were not as great. But the study found wide variations among countries in the use of ability-grouping, and little use of hands-on instruction.

Science Assessment

Similarly, the science assessment found much wider variations in performances and practices at age 13 than at age 9.

Among 13-year-olds, it found, the highest performers were in Korea, Taiwan, and Switzerland, while those from Jordan and the Brazilian cities of São Paulo and Fortaleza (which limited participation to the in-school population in restricted grades) had the lowest average scores. Mozambique did not participate in the science assessment.

Among 9-year-olds, however, U.S. students, along with those from Korea, Taiwan, and Canada, performed at the top of the 14-nation list.

Mr. Lapointe suggested that the relatively high U.S. performance at that age could reflect the fact that much of science learning at that level takes place outside of school—in science museums and on television, for example.

The study also found a stronger gender gap in science than in math. Boys at age 13 outperformed girls on the science assessment in all but three countries—Taiwan, Jordan, and England—even though most 13-year-olds believe the subject is equally important for girls and boys.

There were no significant differences in performance between boys and girls at age 9, however, in the United States, the former Soviet Union, Slovenia, the Emilia-Romagna region of Italy, and Scotland. The last two had low rates of participation in the assessment.

No 'Accurate Feedback'

The study also found that, as in math, schools in different countries spend varying amounts of time on science instruction and tend to place differing degrees of emphasis on separate topics in science.

But it found no relationship between instructional time and performance, and little correlation between curricular emphasis and achievement.

Moreover, it found, while relatively few students in most countries conduct science experiments on their own, in only one country—Canada—was there a relationship between experimentation and performance.

In some high-performing countries, such as Korea, Switzerland, and Hungary, one-third of the 13-year-olds reported never conducting experiments.

The study also found that a majority of students from nearly all countries expressed positive attitudes toward science, except in Korea, one of the highest-performing countries.

American students have "very, very positive attitudes" about science and math, said Diane S. Ravitch, the assistant secretary of education for educational research and improvement. "But they are not correlated with achievement."

"They are not good at it," she said. "They are not getting accurate feedback."

Information on how to obtain copies of the reports on the assessment, "Learning Mathematics" and "Learning Science," is available by writing: Center for the Assessment of Educational Progress, Educational Testing Service, Rosedale Road, Princeton, N.J. 08541-0001.

Average Percentage of Questions Answered Correctly by Students in the Second International Assessment of Educational Progress

		Math		Science	
Countries	Participation Age:	9	13	9	13
Brazil	Cities of Fortaleza and São Paulo, in-school population, restricted grades				
	Fortaleza	—	32	—	46
	São Paulo	—	37	—	53
Canada	Four provinces at age 9 and nine provinces at age 13 out of a total of 10	60	62	63	69
China	20 of 29 provinces & independent cities, restricted grades, in-school population	—	80	—	67
England	Representative of all students, low participation at both 9 and 13	59	61	63	69
France	Representative of all students	—	64	—	69
Hungary	Representative of all students	68	68	63	73
Ireland	Representative of all students	60	61	57	63
Israel	Hebrew-speaking schools	64	63	61	70
Italy	Province of Emilia-Romagna, low participation at age 9	68	64	67	70
Jordan	Representative of all students	—	40	—	57
Korea	Representative of all students	75	73	68	78
Mozambique	Cities of Maputo and Beira, in-school population, low participation	—	28	—	—
Portugal	Restricted grades, in-school population at age 13	55	48	55	63
Scotland	Representative of all students, low participation at age 9	66	61	62	68
Slovenia	Representative of all students	56	57	58	70
Former Soviet Union	14 out of 15 republics, Russian-speaking schools	66	70	62	71
Spain	All regions except Cataluña, Spanish-speaking schools	62	55	62	68
Switzerland	15 out of 26 cantons	—	71	—	74
Taiwan	Representative of all students	68	73	67	76
U.S.A.	Representative of all students	58	55	65	67
	IAEP Averages:	63	58	62	67

Badge-A-Minit
invites you to join us at booth
#328-330 at NASSP
for hands on demonstration
of our complete line of
button-making equipment.
While there, you can register to
win a $300.00 button maker
FREE!!

WASHINGTON

Education Budget Generally Received Well, But Critical Gaps Cited

By Mark Pitsch

WASHINGTON—President Bush's $32.3-billion education budget for fiscal year 1993 has gotten a comparatively positive reception on Capitol Hill and in the education community, where a decade of Republican budgets have routinely been declared "dead on arrival."

"As a starting point, this is probably the best budget we've seen in a long time," said an aide to Representative William H. Natcher, the Kentucky Democrat who chairs the House Labor, Health and Human Services, and Education Subcommittee.

Budget tables, pages 24-25.

However, while observers praised the $1.6-billion increase proposed for discretionary education programs—the largest such rise for any federal agency—they noted that the increase looks large only by comparison.

"Despite the publicized increases, the fact is overall education spending . . . barely keeps up with inflation," Leon Panetta, the California Democrat who chairs the House Budget Committee, said in a statement.

Education advocates also noted that priorities within the budget are not significantly different than in previous Bush proposals, and they predicted that the Congress will radically reshuffle the budget's spending priorities and restore many of the cuts proposed by the Administration.

"The most innovative thing they did was to replace '1992' with '1993,' " said Michael Edwards, the manager of Congressional relations for the National Education Association.

An aide to Senator Tom Harkin, the Iowa Democrat who chairs the Senate Labor-H.H.S.-Education Subcommittee, noted that the budget includes more than $600 million in proposed cuts in education programs as compared with 1992 levels.

The cuts, most of which the Congress has rejected many times in previous years, include a $222-million reduction in impact aid, a $107-million cut from library programs, and the elimination of the $141-million Perkins Loan Program.

Numerous smaller programs, including the Chapter 1 rural program, the National Writing Project, and one related to women's educational equity, were proposed for elimination.

'Holes To Fill'

"These are the holes that we'll have to fill because everybody wants these programs," Mr. Harkin's aide said.

Observers also noted, however, that making up those deficiencies will not be easy this year.

The Budget Enforcement Act of 1990 includes tight spending caps for fiscal 1993, and does not allow lawmakers to fund domestic increases with cuts in defense programs.

> Proposed spending 'barely keeps up with inflation,' Panetta says.

The Congress worsened the situation by including in the fiscal 1992 budget more than $4 billion in delayed obligations that will have to be "counted" in fiscal 1993.

In addition, President Bush's budget projects the fiscal 1993 federal deficit will be $352 billion. Although the deficit does not trigger across-the-board cuts under the Budget Enforcement Act, it may make Wall Street nervous, Mr. Natcher's aide said. In such a case, he said, the President's budget "will look very generous."

Mr. Bush has said that he would fight any defense cuts deeper than those he proposed, and that he would oppose changing the budget rules to allow transfers from defense to domestic programs.

But key lawmakers signaled last week that they will nonetheless seek to do just that, and most observers predicted that the Administration will eventually agree to negotiate.

"If ever there were a time to beat at least some of our swords into plowshares, that time is now," Mr. Panetta said. "I can assure you that Congress is going to find more unnecessary weapons programs where we can get additional savings."

Initiatives in Doubt

Observers also predicted that the Congress would not adopt any of the legislative initiatives President Bush included in his budget. *(See Education Week, Feb. 5, 1992.)*

For example, while President Bush proposed a $1.2-billion increase for Pell Grants, advocates said it is not enough to fund his proposal to increase the maximum Pell award from $2,400 to $3,700. They said Mr. Bush's plan would eliminate 438,000 students from Pell eligibility.

Congressional aides noted that a similar plan was part of the Administration's proposal for reauthorization of the Higher Education Act, which was not included in the H.E.A. bills awaiting floor action in the House and Senate. The pending bills would increase both maximum awards and the number of eligible students.

Noting that education-reform bills pending in the House and Senate bear only passing resemblance to Administration proposals, observers also said the Congress is highly unlikely to agree with the President's plan to spend $500 million on vouchers that could be spent at private schools, or to appropriate the $267 million requested for other parts of the Administration's America 2000 education strategy.

Observers also predicted that the Congress would not entertain the Administration's proposed changes in the impact-aid program until it is up for reauthorization next year.

In addition to repeating a perennial proposal to eliminate funding for so-called "b" students, those whose parents live or work on federal property, Mr. Bush also suggested limiting payments for "a" children, those who live on and have a parent who works on federal property.

Under the Administration plan, the government would make payments for only those students above 400 or 3 percent of a district's enrollment. The change would concentrate funds on more impacted districts.

John Forkenbrock, the executive director of the National Association of Federally Impacted Schools, said Mr. Bush's proposal "stinks."

"Every year we have to go up to the Hill," he said, "and this year they're making it a lot steeper."

The President also revived a proposal to reduce the school-lunch and -breakfast subsidy for students with family incomes above 185 percent of the poverty rate, while decreasing prices for needier students.

But Kevin Dando, the legislative director for American School Food Service Association, said that many children would have to drop out of the program because of the added cost, and that schools might not have enough participants to continue the program.

E.D., N.S.F. To Pool Funds For Math, Science Education

By Robert Rothman

WASHINGTON—Secretary of Education Lamar Alexander and Walter E. Massey, the director of the National Science Foundation, last week signed an agreement to pool their agencies' resources and to jointly plan and develop programs in precollegiate mathematics and science education.

The "memorandum of understanding" would enable the agencies, which together provide 85 percent of federal spending on precollegiate education, to target $657 million "toward helping our children learn math and science to world-class standards," Mr. Alexander said.

"To combine these two forces is a significant step forward," he added.

Mr. Massey said the agreement would help cement the link between science research, which the N.S.F. focuses on, and education, the primary mission of the Education Department.

"Separating science from science education is wrong, and separating science education from education is just as wrong," he said.

Under the agreement, the two agencies will establish a working group of about 10 senior-level officials who will meet on a regular basis and set their own agenda.

The group's first priority will be to develop efforts to collaborate on training math and science teachers, according to Luther S. Williams, assistant director of the N.S.F. and head of the education and human resources directorate.

Teacher-Training Efforts

Through their combined efforts, the two agencies could double, to 40,000, the number of teachers each year who receive intensive training in methods to teach the subjects, he said.

"We have to get the country out of the business of improperly training math and science teachers," Mr. Williams said.

Mr. Massey added that the joint program would also enable states to use funds from the E.D.'s Eisenhower Mathematics and Science Program to participate in the N.S.F.'s statewide systemic-reform initiative.

The memorandum states that the interagency working group will also address:

- Identification and development of common strategies for initiatives in math and science education;
- Review of new and existing programs to identify opportunities for collaboration;
- Exchange of information on pending legislation; and
- Development of a joint four-year plan for implementing the Administration's math- and science-education program.

Standards for Schools Essential, Too, Lawmakers Say

By Robert Rothman

WASHINGTON—National standards for schools and school systems are essential if students are to attain new performance standards set forth in a recent report, members of a House subcommittee said here last week.

Speaking during the first of three scheduled hearings on the report of the National Council on Education Standards and Testing, subcommittee members indicated that they intend to scrutinize the report closely before considering legislation to implement its recommendations.

The council late last month recommended national standards and a national system of assessments to measure student performance against the standards. *(See Education Week, Jan. 29, 1992.)*

In questions to council members, as well as to two critics of the proposal, subcommittee members expressed concern that the report appears to give a "lower priority" to school standards than it does to standards for student performance.

In its report, the council recommends national standards for student performance, but says that states should develop "school-delivery standards" to measure the capacity of schools to bring students up to the standards.

"There are national standards for everything else, but school-delivery standards they leave up to states," said Representative Dale E. Kildee, the Democrat from Michigan who chairs the House subcommittee on elementary, secondary, and vocational education.

Yet, said Mr. Kildee, who served on the standards council, the school-delivery standards may be the most important.

"I can predict in certain schools what students can do if the school-delivery standards are not high," he said.

Council members responded that they agreed that the school-delivery standards are critical to improving student performance.

But, said Lauren B. Resnick, the director of the Learning Research and Development Center at the University of Pittsburgh, such standards are of equal, not greater, importance to the standards for students.

"School-delivery standards without [student standards] will not be enforceable," she said. "They will have no meaning."

Congressional Action 'Critical'

The report by the standards council, a 32-member panel of educators and public officials led by Gov. Roy Romer of Colorado and Gov. Carroll A. Campbell Jr. of South Carolina, called for a new governance system to oversee the development of national standards in school subjects and a system of assessments tied to the standards.

Although the National Education Goals Panel has approved the council's recommendations and could set up such a mechanism on its own, council members said last week that the Congress should adopt the proposal as well.

"It's absolutely critical that Congress be a part of it," said Marshall S. Smith, the dean of the graduate school of education at Stanford University. "It would be a mistake if only the goals panel adopted this. We need the efforts of the nation."

The Senate last month—even before the council's final report was released—approved legislation to implement its recommendations.

But members in that chamber "didn't know what they were voting for," said Representative William F. Goodling, Republican of Pennsylvania and the ranking minority member of the subcommittee.

"I guarantee you," said Mr. Goodling, who served on the standards council, "by the time we get through with it, the House will know, and it may be more difficult" to enact the recommendations.

Representative Kildee added that, despite their concerns, most subcommittee members support the general thrust of the council's report.

He predicted that legislation to implement it could move through the House next month, perhaps as an amendment to the omnibus school-reform bill awaiting action by the full House.

"There may be some opposed to the entire idea," he said. "But I don't think it's anywhere near a majority."

CAPITAL DIGEST

Bush Administration Unveils Health-Care Plan

President Bush's long-awaited health-care plan, which was announced last week, would give families tax credits worth up to $3,750 a year to buy health insurance.

Under the President's market-based approach, small businesses and individuals would be pooled into larger groups so they could purchase health coverage at lower rates. Insurance companies, meanwhile, would not be allowed to exclude individuals who have pre-existing medical conditions.

Medical costs would be cut by limiting awards in medical-malpractice lawsuits and by encouraging both private employers and Medicaid to enroll clients in "managed care" programs, such as health-maintenance organizations.

In a speech in Cleveland last week, where he outlined his proposal, Mr. Bush said his plan would provide health-care coverage to almost 30 million uninsured Americans. Many estimate that there are about 35 million uninsured Americans, about one-third of whom are children.

In his speech, Mr. Bush did not say how much the proposed tax credits would cost or how the government would pay for them.

Agency Seeks Comment On Reauthorization

The Education Department has requested public comment in preparation for next year's reauthorization of precollegiate-education programs, and in doing so has offered a preview of the Bush Administration's agenda.

The department's Feb. 4 *Federal Register* notice indicates that the Administration will seek changes in existing education programs that would support progress toward the national education goals "as enunciated through" the Administration's America 2000 education strategy.

The agency specifically invited comment on how programs can better promote "world-class standards" for all students; give more authority and flexibility to states and communities; promote "family responsibility and choice"; require schools receiving funds to show measurable results; and encourage innovation.

Virtually all of the federal programs for elementary and secondary education, other than vocational programs and special education, must be renewed in 1993.

Comments are due by March 20.

■ **Schools received a total of $624 million in donated food commodities from the federal government to use in their school-lunch programs in fiscal year 1990,** the General Accounting Office reports.

Of this amount, about $77.5 million, or 12.4 percent, was sent to food-processing firms to be made more table-ready, the report says. Eight states and Puerto Rico accounted for about 76 percent of the commodities sent to processors in terms of dollar value, the study found.

Most school officials said they were satisfied with their processed food, the report concludes.

■ **The Education Department could reduce the subsidy made to lenders participating in the Guaranteed Student Loan program at no risk to the program,** the General Accounting Office concludes in a recent report.

Because lenders make loans at a reduced interest rate to borrowers, the federal government adds a supplement of 3.25 percentage points above the 91-day Treasury-bill rate.

The G.A.O. recommends dropping that to 3 percent, which would result in a savings of $421 million between fiscal years 1992 and 1996.

The report is expected to influence upcoming Congressional action on the Higher Education Act.

CAPITAL UPDATE

Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.

Legislative Action

Griffith Nomination

The Senate Labor and Human Resources Committee last week approved the nomination of Lanny Griffith to be assistant secretary of education for intergovernmental and interagency affairs.

Higher Education Act
H R 2336, H R 3050

The House Postsecondary Education Subcommittee last week held a hearing on proposals for income-contingent student loans and loans made directly by colleges.

Juvenile Justice

The House Subcommittee on Human Resources opened hearings last week on the reauthorization of the Juvenile Justice and Delinquency Prevention Act.

National Standards

The House Subcommittee on Elementary, Secondary, and Vocational Education last week began a series of hearings on education standards and testing.

Education Department

Migrant Education
Proposed Rules

The Education Department published in the Jan. 24 *Federal Register* proposed rules that would eliminate the requirement that the educational progress of migrant students be evaulated in comparison with non-migrant students.

1993 Reauthorizations

The Education Department has requested public comment in preparation for next year's reauthorization of precollegiate-education programs. The notice appeared in the Feb. 4 *Federal Register*; comments are due March 20.

Special Education
Research Priorities

The Education Department has published priorities for special-education research grants to be awarded over the next two years. The notice appeared in the Jan. 28 *Federal Register*. Deadlines for comments on individual proposals vary.

DATABANK

President Bush's 1993 Budget for Education

	FY 1991 Comparable	FY 1992 Estimate[1]	FY 1993 Administration Request
	(In thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED			
Grants for the Disadvantaged (Chapter 1):			
Grants to local educational agencies:			
Basic grants	$5,001,910	$5,525,000	$5,525,000
Concentration Grants	555,767	610,000	710,000
Capital expenses for private-school students	36,108	40,054	40,054
Even Start	49,770	70,000	90,000
State agency programs:			
Migrant	294,592	308,298	308,298
Neglected and delinquent	36,108	36,054	36,054
State administration	59,139	61,820	61,820
State program improvement grants	14,785	25,125	31,406
Evaluation and technical assistance	13,175	15,088	15,000
Rural technical-assistance centers	4,463	5,000	0
Total, Chapter 1	**6,065,817**	**6,696,439**	**6,817,632**
Migrant education:			
High-school-equivalency program	7,807	8,310	8,310
College-assistance migrant program	1,952	2,265	2,265
TOTAL	**6,075,576**	**6,707,014**	**6,828,207**
IMPACT AID			
Maintenance and operations:			
Payments for 'a' children	578,532	570,540	489,540
Payments for 'b' children	121,624	124,626	—
Payments for federal property (Section 2)	16,590	16,590	18,590
Payments for Section 3(d)(2)(B)	22,000	30,000	16,000
Payments for decreases in federal activities Section 3(e)	1,952	1,952	—
Disaster assistance (Section 7)	13,663	—	—
Construction	26,349	28,000	10,000
TOTAL	**780,710**	**771,708**	**532,130**
SCHOOL-IMPROVEMENT PROGRAMS			
Educational improvement partnerships (Chapter 2):			
State block grants	448,908	450,000	450,000
Evaluation	976	—	—
National Programs:			
Inexpensive book dist. (inc. RIF)	9,271	10,000	10,320
Arts in education	4,392	8,600	4,900
Law-related education	5,855	6,000	—
Total, Chapter 2	**469,402**	**474,600**	**465,220**
Foreign Language Assistance	4,880	10,000	—
National Commission on Time and Learning	976	—	—
Mid-career teacher training	987	—	—
Drug-free schools and communities:			
State grants	497,702	507,663	507,663
School personnel training	23,395	23,863	13,863
National programs	60,913	62,133	72,133
Emergency grants	24,331	30,304	60,304
Weed and Seed	—	—	56,000
Strengthening teaching and administration:			
Mathematics and science education	202,008	240,000	248,000
Christa McAuliffe fellowships	1,954	2,000	2,064
Magnet-schools assistance	109,975	110,000	110,000
Education of homeless children and youth	7,313	25,000	25,000
Women's educational equity	1,995	500	—
Training and advisory services (Civil Rights IV-A)	21,329	22,000	22,000
Dropout-prevention demonstrations	34,064	40,000	38,200
General assistance to the Virgin Islands	4,366	4,500	—
Ellender fellowships	4,101	4,300	—
Follow through	7,265	8,632	—
Native Hawaiian Education Act	6,366	6,400	—
National writing project	1,952	2,500	—
TOTAL	**1,483,322**	**1,571,895**	**1,620,447**
INDIAN EDUCATION TOTAL	**75,364**	**76,570**	**61,205**
EDUCATIONAL EXCELLENCE TOTAL[2]	**—**	**100,000**	**767,500**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION			
Bilingual programs	121,037	147,407	156,085
Support services	11,632	12,000	11,200
Training grants	36,065	36,000	36,360
Immigrant education	29,277	30,000	30,000
TOTAL	**198,011**	**225,407**	**233,645**
EDUCATION FOR THE HANDICAPPED			
State grants:			
Grants to states, general	1,854,186	1,976,095	2,073,300
Chapter 1 handicapped program	148,859	143,000	128,700
Preschool grants	292,766	320,000	320,000
Grants for infants and families	79,520	117,108	128,819
Special-purpose funds:			
Deaf-blind and other severely handicapped projects	12,849	13,000	13,000
Serious emotional disturbance	1,952	4,000	4,000
Severe disabilities	7,869	8,000	8,000
Early-childhood education	24,201	25,000	25,000
Secondary and transitional services	14,639	19,000	19,000
Postsecondary programs	8,559	9,000	9,000
Innovation and development	20,173	21,000	21,000
Media and captioning services	16,424	17,000	17,000
Special-education technology	5,593	10,000	10,000
Special studies	3,904	4,000	4,000
Special-ed. personnel development	69,288	89,800	89,800
Parent training	9,759	12,000	12,000
Recruitment and information clearinghouses	1,525	2,000	2,000
Regional resource centers	6,620	7,000	7,000
TOTAL	**2,616,273**	**2,854,895**	**2,943,400**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH			
State grants:			
Vocational rehabilitation state grants	1,628,543	1,783,530	1,835,252
Supported employment state grants	29,150	31,065	32,059
Client assistance	8,310	9,141	9,434
Service and demonstration projects:			
Special demonstration program	18,368	31,103	20,103
Supported employment projects	10,023	10,423	10,980
Recreational programs	2,617	2,617	2,617
Migratory workers	1,060	1,060	1,300
Projects with industry	19,445	20,390	22,100

Footnotes

[1] FY92 estimate may differ from FY92 conference agreement total.
[2] Proposed legislation.
[3] Administered by the Department of Health and Human Services.
[4] Programs administered by the Department of Labor.
[5] Department of the Interior programs.
[6] Included in appropriations bill for the Department of Housing and Urban Development and related agencies.

SOURCE: U.S. Education Department, other agencies.

	FY 1991 Comparable	FY 1992[1] Estimate	FY 1993 Administration Request
	(in thousands)		
Helen Keller National Center	$5,367	$5,867	$6,057
Independent living	48,088	50,779	51,233
Training	33,353	36,688	36,688
National Institute on Disability and Rehabilitation Research	58,924	61,000	68,440
Technology assistance	20,982	28,000	34,400
Evaluation	976	1,025	2,000
TOTAL	**1,889,288**	**2,077,158**	**2,138,263**
VOCATIONAL AND ADULT EDUCATION			
Vocational education:			
Basic grants	841,512	933,323	976,631
Tribally controlled post-secondary vocational institutions	2,440	2,500	2,500
Community-based organizations	11,711	12,000	12,000
Consumer and homemaking education	33,351	35,000	—
State councils	8,783	9,000	9,000
Tech Prep	63,433	90,000	100,000
National programs	24,681	31,000	29,500
Bilingual vocational training	2,888	3,000	—
Permanent Appropriation (Smith-Hughes Act)	7,148	7,148	7,148
Adult education:			
State programs	201,032	235,750	260,750
National programs	7,807	9,000	9,000
Literacy training for homeless adults	9,759	9,759	9,759
Workplace-literacy partnerships	19,251	19,251	19,251
English-literacy grants	976	1,000	—
Technology-education demonstrations	964	—	—
Commercial driver literacy (not authorized)	1,952	2,500	—
State literacy resource centers	—	5,000	5,000
Literacy programs for prisoners	—	5,000	—
TOTAL	**1,252,66 8**	**1,436,908**	**1,454,408**
STUDENT FINANCIAL ASSISTANCE			
Pell grants	5,375,503	5,463,165	6,640,802
Presidential achievement scholarships[2]	—	—	170,000
Supplemental educational opportunity grants	520,148	577,000	358,000
Work-study	594,681	615,000	454,000
Income-contingent loans	4,880	4,880	5,000
Perkins' loans:			
Federal capital contributions	156,142	156,000	—
Loan cancellations	—	—	15,000
State student incentive grants	63,530	72,000	—
Grants to States to approve licensure[2]	—	—	50,000
TOTAL	**6,714,884**	**6,888,045**	**7,692,802**
GUARANTEED STUDENT LOANS TOTAL	**14,584,704**	**4,819,512**	**6,046,088**
HIGHER-EDUCATION PROGRAMS TOTAL	**771,279**	**11,278,165**	**9,099,280**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS TOTAL	**38,349**	**11,693**	**4,263**
EDUCATIONAL RESEARCH AND STATISTICS			
Educational research	64,713	71,000	115,000
Statistics	44,312	47,313	63,600
National Assessment of Educational Progress (NAEP)	19,211	29,900	64,800
Fund for Innovation in Education	27,737	24,000	25,000
Civic education	—	3,800	—
Fund for the Improvement and Reform of Schools and Teaching	8,895	9,250	9,250
Eisenhower mathematics and science education national programs	11,711	28,000	68,000
National Diffusion Network	14,151	14,700	14,700
Blue ribbon schools	885	—	895
Javits gifted and talented students education	9,732	9,732	9,732
Star schools	14,416	18,417	18,417
Educational partnerships	4,233	4,233	4,233
Territorial teacher training	1,769	1,769	1,769
Leadership in educational administration	3,831	370	—
Partnerships for innovative teacher education[2]	—	—	20,000
National Board for Professional Teacher Standards	4,880	4,880	—
National Council on Educational Goals	1,952	—	—
TOTAL	**234,380**	**289,864**	**415,396**
LIBRARIES			
Public libraries	123,022	120,524	35,000
Research and demonstrations	325	325	—
Research libraries	5,855	5,855	—
Library-literacy programs	8,163	8,163	—
College-library technology	3,904	6,404	—
Foreign-language materials	976	976	—
TOTAL	**142,245**	**142,247**	**35,000**
PAYMENTS TO SPECIAL INSTITUTIONS TOTAL	**267,473**	**288,900**	**275,500**
DEPARTMENTAL MANAGEMENT			
Program Administration	279,836	291,527	325,000
Office for Civil Rights	48,404	53,625	61,400
Office of the Inspector General	24,836	26,260	31,700
TOTAL	**353,076**	**371,412**	**418,100**
TOTAL, EDUCATION DEPARTMENT	**27,503,299**	**29,440,873**	**32,330,772**
EARLY CHILDHOOD PROGRAMS[3]			
Head Start	2,055,267	2,201,800	2,801,800`
Comprehensive child-development centers	24,359	44,398	44,398
JOB TRAINING PARTNERSHIP ACT TOTAL[4]	**4,079,390**	**4,029,218**	**4,133,465**
INDIAN EDUCATION[5]			
Bureau of Indian Affairs programs, including B.I.A. schools	**421,378**	**393,353**	**424,319**
NATIONAL SCIENCE FOUNDATION[6]			
Education and human resources activities	**328,848**	**465,000**	**479,000**
ASBESTOS ABATEMENT[5]			
(Environmental Protection Agency)	**51,500**	**37,000**	—

Total Quality Management for Effective Schools

a conference sponsored by
Lawrence W. Lezotte

Equity
School-Based Management
EFFECTIVE SCHOOLS
Applied Technology
Effective Instruction

Featuring:
Lawrence W. Lezotte
Norman Bell • Nancy Bishop • Bill Blokker
Robert Eaker • Robert Fortenberry
Barbara Jacoby • James Lewis
Gerrita Postlewait • Robert Sudlow

$485/single • $435 each/teams of 3 or more
June 23-26, 1992 • Lansing, Michigan

For registration materials, please contact:
Effective Schools Products, Ltd.
Department W • P.O. Box 476 • Okemos • MI • 48805
PHONE: 1-800-827-8041 • FAX: (517) 349-8852

HARVARD UNIVERSITY
THE PRINCIPALS' CENTER

LEADERSHIP: AN EVOLVING VISION
June 30-July 10, 1992
A program for experienced principals, focusing on shared leadership, coalition building, school culture, ethics, and vision.

◆

THE ART AND CRAFT OF THE PRINCIPALSHIP
July 13-23, 1992
A program for new and aspiring principals, focusing on school change, school and community coalitions, developing staff support, and restructuring the workplace.

APPLICATION DEADLINE: APRIL 3, 1992
For information on these programs, contact:
Programs in Professional Education
339E Gutman Library
Harvard Graduate School of Education
Cambridge, MA 02138
(617) 495-3572 FAX 617-496-8051

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 22 · February 19, 1992

© 1992 Editorial Projects in Education / $3.00

Against All Odds

N.C. District Affirms Tying Pay to School, Student Performance

By Daniel Gursky

Julian Harrison

"If salary is tied to improvement . . . you're going to work hard to make sure it happens," Granville County's superintendent, Michael Ward, maintains.

OXFORD, N.C.—Every day, Michael Ward wears a button that says "BAU," overlaid with a red slash, the universal symbol for "no."

The button means "No more business as usual"—an apt description of public education here in rural Granville County, where Mr. Ward serves as the superintendent of schools.

This school year, the district showed the tenacity of its commitment to Mr. Ward's slogan. Its teachers, bucking the prevailing sentiment of their colleagues throughout the state, voted overwhelmingly last September to stick with a district plan that bases extra pay for school employees on meeting individual and schoolwide performance goals.

With North Carolina facing its worst fiscal crisis since the Depression, the state legislature had given school districts a choice: Teachers could vote to keep the differentiated-pay plans their districts had developed a year earlier as part of a sweeping education-reform initiative; votes for such a plan meant teachers had no guarantee of a year-end bonus. Or districts could temporarily scrap their pay plans and use the money for across-the-board bonuses of up to $550 per certified employee.

The lawmakers had devised the alternatives because the state was unable to raise teacher salaries or fully fund the re-

Continued on Page 16

Learnfare Fails To Boost Attendance, New Study Finds

Report on Wis. Program Is Criticized by Officials

By Deborah L. Cohen

Learnfare, Wisconsin's pioneering effort to link public assistance to school attendance, has not resulted in improved attendance among students whose families are on welfare, the first comprehensive study of the program has found.

The federally commissioned study, released this month, has drawn criticism from state and federal officials, who question some of its research methods and argue that some of the data do not support its conclusions. The Wisconsin secretary of health and social services also has called it "biased" from a liberal perspective.

Nevertheless, the study by the Employment and Training Institute at the University of Wisconsin-Milwaukee is believed to be the most thorough examination so far of a program linking welfare benefits to school attendance, a concept already adopted in Ohio and being eyed by several other states.

It also comes at a time when Wisconsin is considering expanding Learnfare, and as a number of states are looking at other welfare reforms aimed at modifying behaviors seen as perpetuating the cycle of dependency. *(See related story below.)*

Continued on Page 20

Calif. Town Declares Itself a Slum in Quest For State School Aid

By Lonnie Harp

Ask the Hemet, Calif., chamber of commerce to portray the community, and you will get a glowing tribute to a quiet town of about 50,000 located in the heart of a fertile valley. It is the home of the annual Ramona Pageant, a springtime play reviving romantic visions of Old California. Once a retirement community, it is being redefined by an influx of younger residents.

That description is a far cry, though, from the label assigned late last year by the city council. By a majority vote, the panel declared that Hemet is a blight zone—in blunter terms, a citywide slum.

While that characterization of Hemet has raised the hackles of local boosters, some Southern California school administrators say it is nothing to complain about.

Instead, educators describe the step as just one result of a growing search for wrinkles and loopholes in the state tax code set off by the combined pressures of state budget cuts, an underfunded state school-building authority, and one of the nation's stric-

Continued on Page 26

'Entrepreneurial Spirit' Is the Key To Reviving Schools, Book Argues

By Lynn Olson

Forcing schools to compete for students and money holds the key to unlocking the "bureaucratic gridlock" that hamstrings public education, a new book released last week argues.

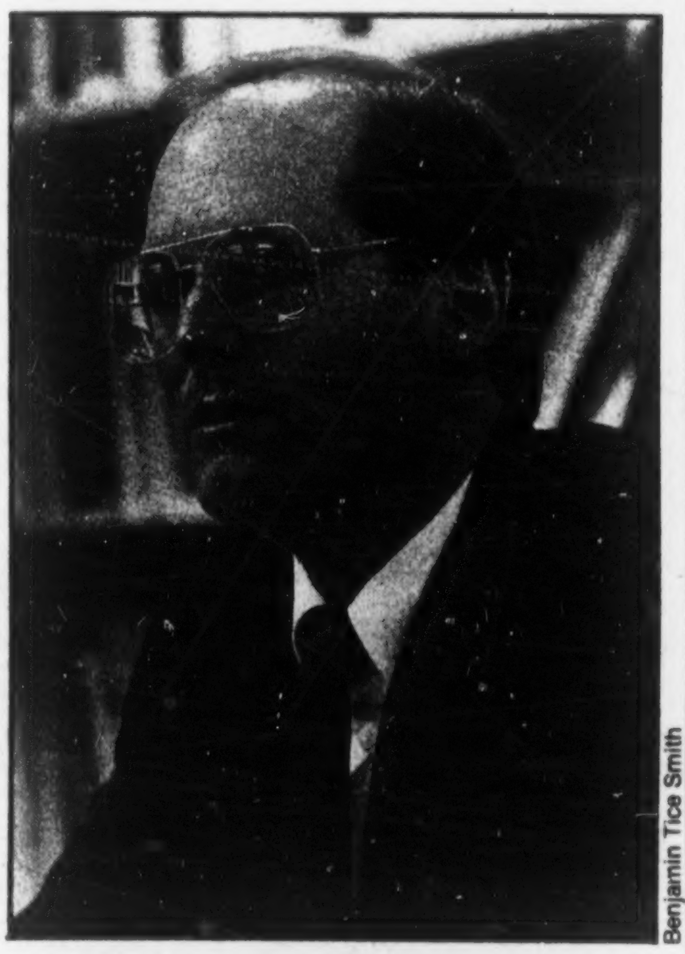
Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector maintains that confidence in government has fallen to record lows because top-down, centralized bureaucracies—including those that characterize public education—cannot meet the demands of a rapidly changing information society.

"They accomplished great things in their time," the authors David Osborne and Ted Gaebler write, "but somewhere along the line they got away from us. They became bloated, wasteful, ineffective."

The solution, they argue, is to make fundamental changes in the way government provides services—ranging from schooling to health care—based on a new set of principles, which they dub "entrepreneurial government."

Such governments are "lean, decentralized, and innovative," the authors write.

Continued on Page 21



Benjamin Tice Smith

David Osborne believes the key to improving public education and other government institutions is to replace "bureaucratic gridlock" with a more "entrepreneurial spirit."

States Move To Link Welfare Benefits to Personal Behavior

By Deborah L. Cohen

Seeking to stem rising welfare rolls, cut spending, and champion "mainstream values," several states have plunged into a highly controversial, yet largely untested, area of welfare reform: linking benefits to personal behavior.

In its most basic form, the notion was embedded in the landmark 1988 federal welfare-reform law, the Family Support Act, which required recipients to pursue education, job training, or employment in exchange for their welfare benefits.

But the recent spate of state proposals—most of which will require legislative approval or federal waivers in order to be implemented—extends beyond the world of work.

This new generation of proposals is seeking to hold sway over such behaviors as childbearing, marriage, school attendance, living arrangements, and health care.

In recent months, several states have either proposed or begun debating such welfare reforms, and New Jersey last month became the first state to enact a measure denying welfare mothers additional benefits

Continued on Page 18

Also in the news

4 **Cash for Chicago**
Chicago teachers receive a $1-million grant to help them become more effective in the classroom.

14 **Public Unawareness**
Even an intensive campaign cannot convince many parents that their schools have problems.

28 **Prepare for Impact**
Recipients of federal impact aid are gearing up to redesign the often-maligned program next year.

IN SUMMARY

Girls and the Schools
A "summit" of education leaders voiced support last week for recommendations in a report on gender bias, but the Education Department's research chief is disputing its findings. **Page 5.**

Food for Thought
A fledgling volunteer group is asking American schoolchildren to raise money for emergency food relief for their economically devastated Russian counterparts. **Page 5.**

Good Mortality News
The infant-mortality rate for babies born in the United States dropped to a new low in 1989, 9.8 deaths per 1,000 live births, according to federal statistics. **Page 8.**

What Is Science?
Critics are asking whether a pioneering Afro-centric science-curriculum document in Portland, Ore., actually espouses "pseudoscientific" beliefs. **Page 10.**

A Suburban Myth
A longitudinal study of student achievement in science and math indicates that enrollment in a suburban school system does not appear to predict academic or career success. **Page 11.**

Creationism Settlement
The California education department has settled a lawsuit brought by a Christian graduate school stemming from a dispute over the school's creationism-based curriculum. **Page 11.**

Ind. Board Bill Clears
Backed by the state's teachers' unions, a bill to establish an autonomous, teacher-majority board to license and certify teachers has cleared the Indiana legislature. **Page 22.**

Appointments	**35**
Commentary	**32 and 44**
Events	**35**
Federal File	**28**
Focus On: Research	**6**
Health	**8**
Legislative Update	**24**
Letters	**34**
Marketplace	**36**
Media	**15**
Philanthropy	**13**
Publishing	**32**
State Journal	**22**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 22.

ACROSS THE NATION

NATIONAL

Survey Finds Voters Will Watch Education Platforms This Fall

American voters will be taking careful stock of Congressional candidates' education platforms this fall, according to the results of a survey conducted last month by a Republican polling firm.

Public Opinion Strategies Inc. of Alexandria, Va., polled 1,000 Americans ages 18 and older on Jan. 29 and 30, following President Bush's State of the Union Address.

The survey found that, on a scale of 1 to 10 (from "not at all important" to "extremely important"), respondents rated a candidate's position on education an 8.7, the highest rating given in 12 platform areas. Education, in fact, scored higher even than a candidate's position on the economy and jobs, health care, crime and drugs, and Social Security and Medicare.

On an open-ended question on the "most important problem facing the United States today," most respondents expressed concern over the recession (28 percent) and unemployment (21 percent). Education (4 percent) tied for fourth place with drugs and poverty/homelessness.

Respondents in their mid-20's through 40's showed the strongest concern for education, the survey found.

The results show that "education is still a source of considerable interest and concern to a large number of key voter groups," said Glen Bolger, a partner in the polling firm. "It is of special interest given that this is a Presidential election year."

While "education is not an issue that by itself can carry a candidate to victory," Mr. Bolger noted, "neither can they afford to ignore it." ■

STATES

New York State Reports Drop in G.E.D. Takers After Fee Imposed

The number of New York State residents taking the General Educational Development test was cut nearly in half after the state began charging a $25 fee, according to figures from the state education department.

Citing budget problems, the state began charging the fee on Sept. 1, 1991. During the last four months of 1991, a total of 11,300 people took the high-school-equivalency test. During the same period in 1990, 21,612 people took the test.

The decrease in test-takers began immediately after the fee was imposed, Commissioner of Education Thomas Sobol announced this month. Only 880 people took the 7½-hour series of examinations in September, compared with 6,271 people in August.

While the number for December—3,682—was considerably higher, Mr. Sobol said, the number of test-takers still is below expectations.

The department says it must continue to charge the fee unless it receives some $1.3 million from the state legislature to run the program.

The department is also weighing plans to administer the test free of charge to people on public assistance or in job-training programs.

Crowded Okla. Districts Lose $1.6 Million in State Funds

Eighty-three Oklahoma school districts will lose a total of more than $1.6 million in state aid this year because they failed to comply with state class-size mandates, officials announced this month.

The Tulsa school district—the state's largest—will lose $587,806 this year, the biggest single penalty assessed against districts that failed to meet restrictions on class size mandated in House Bill 1017, the Education Reform and Funding Act of 1990.

The Tulsa fine represents slightly less than 1 percent of the district's $63.6 million in state aid this year. The 40,000-student district had 281 students in classes that exceeded the maximum size, education-department figures show.

The Mustang school district in Canadian County ranked second with $222,680 in penalties, or about 2.3 percent of its $9.5 million in state-aid monies. A total of 106 children in the 6,000-student district were in classes that exceeded the maximum sizes.

The measure set maximum class sizes for the 1991-92 school year at 23 students for kindergarten, 21 for grades 1-3, and 22 for grades 4-6. All elementary grades must meet a class-size ceiling of 20 by the 1993-94 school year.

This was the second year of such penalties. In 1991, penalties totaling nearly $2.9 million were levied against 98 districts—10 of which saw them forgiven because of a now-closed "loophole" in the law, education-department officials said.

The Tulsa and Mustang districts were among those 10, the officials noted.

■ **The Kentucky state school board will ask the state legislature to allow school districts to convert five instructional days into teacher-training periods if they submit an acceptable training plan to state officials.**

The board approved the proposal this month after educators had complained that they were not adequately prepared to implement some of the reform programs spawned by the state's 1990 landmark school-reform law.

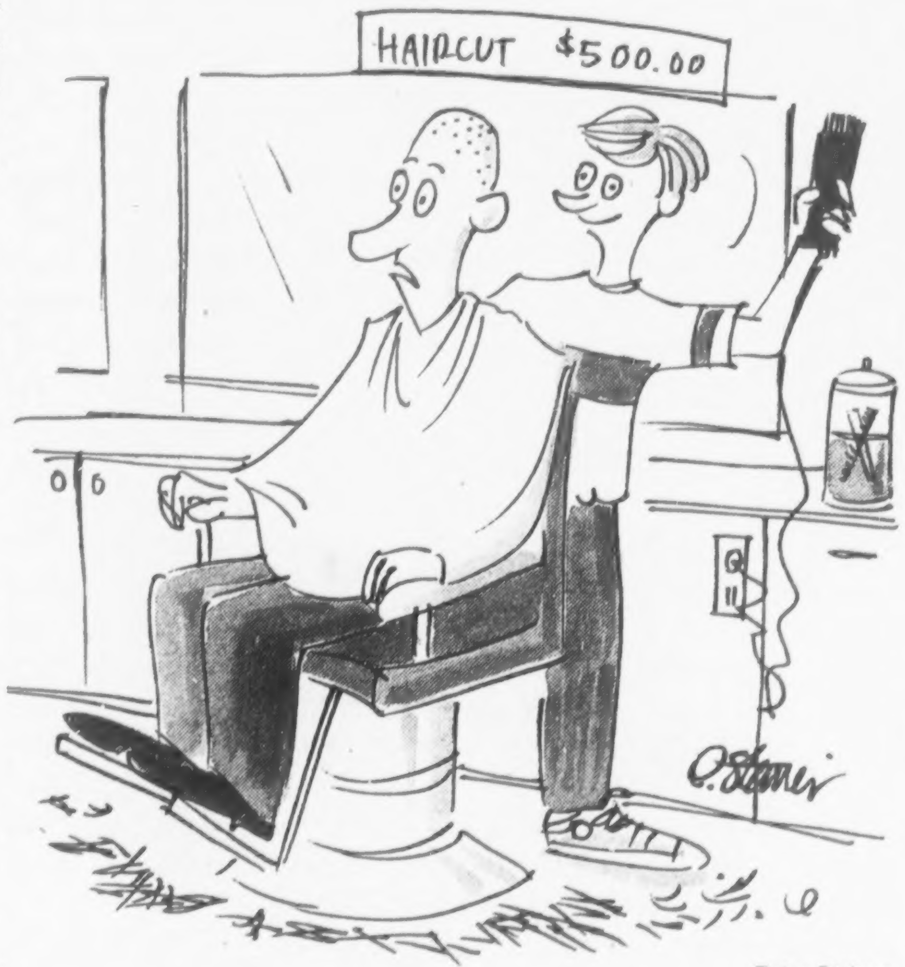
The state plan, which would trim the number of instructional days in the school year to 170, won out over a proposal to add five training days to the year. The latter approach would have required increased funding.

State officials said the plan would make the extra training time an option only during the next two years and would consider only training plans that focus directly on the state's reform efforts.

"With the massive changes in direction, the feedback we're getting is that people cannot absorb all of the changes within the present four days of inservice training," Jim Parks, a spokesman for the state education department, said.

"This action was taken with some reluctance, but, given the budget circumstances and the amount of change we're expecting, we have to have more retraining," Mr. Parks added. ■

'Bucks for Baldness'



Peter Steiner

A shave-and-a-haircut costs more than two bits these days at Milford (N.Y.) Central High School—in fact, it can run as high as $10,000.

Just before winter break, some Milford students jokingly challenged the school librarian, Phil Durkin, to do something outrageous to raise money for a trust fund to buy library books.

When he agreed to shave his head if they raised $500, the students realized the potential delight of combining fund raising with adult humiliation.

The "Bucks for Baldness, Baldness for Books" drive crystalized during a recent winter-break party at the school. A total of nine educators pledged to shave for bucks, including the school psychologist, principal, and the district superintendent, who upped the ante to $1,000, $2,000 and $5,000, respectively.

Mr. Durkin, who looks forward to resembling a Buddhist monk, says students have raised more than $900 in pledged funds and that a few have even shaved their heads in solidarity with the soon-to-be-shorn.

The fund raiser ends Feb. 28, when Milford students and staff members will assemble for a group shearing. A cosmetology student will play Delilah to the school's Samsons, while local radio and television stations record the fateful moment.

To Mr. Durkin, the crowning glory of the campaign came when Republican state Senator Jim Seward signed an agreement to lose his locks if the students raised $10,000.

"I want all the Democrats in the county to donate something," Mr. Durkin says. "That'll teach a Republican to open his mouth!"

—S.K.G.

IFT
SING.
AND

Photopress

While pursuing her own research project on students' "opportunity to learn," Floraline I. Stevens is also prodding N.C.E.S. researchers to produce materials more useful to teachers and administrators in the field. "My whole input has been how to make documents user-friendly so they are utilized by school districts," she says.

ers to "chew on" a particular problem for six weeks in the summer.

While all the efforts so far have been highly regarded, Mr. Shavelson says, the senior-fellows program is perhaps the most prestigious.

To select senior fellows, he says, the federal agency discusses with the association the topic it wants help for, and the association identifies a leading scholar in the field.

Researchers at the senior-scholar level are usually invited to apply for fellowships, Mr. Shavelson explains.

"By the time you get to that level, if you don't get a phone call, you don't apply," he says. "People at that level aren't looking for work."

The first senior fellow at the N.S.F. is Michael Huberman, a professor of education at the University of Geneva, who is developing a plan for disseminating research findings, as well as holding workshops on dissemination for staff members of the foundation.

At the N.C.E.S., the first senior fellow was James W. Guthrie, a professor of education at the University of California at Berkeley and a co-director of Policy Analysis for California Education, or PACE, a highly regarded research consortium in that state.

During the 1990-91 academic year, Mr. Guthrie helped develop a strategic plan for the statistics center at a time when a number of reports, such as that of the Special Study Panel on Education Indicators, proposed substantial changes in federal collection of education data.

"He helped us think through what we would do with the round of recommendations given to us," says Mr. Elliott.

In the second year, Mr. Shavelson says, the N.C.E.S. was looking for a "consumer" of data who could help the agency improve its reporting capabilities.

The association selected Ms. Stevens, the Los Angeles schools' research chief. She also has experience with national issues as a member of the study panel on indicators and the Board on International Comparative Studies in Education, a National Academy of Sciences panel that oversees U.S. participation in cross-national studies.

Ms. Stevens says her selection represents a long-overdue recognition of the fact that not all research is conducted at a university.

"What it has done is brought legitimacy to the notion that school researchers do have qualifications and knowledge, and can work at a government agency to provide information," she says. "Normally, we don't get tapped for those things."

Bringing the 'Real World'

For her research project, Ms. Stevens chose to work on an issue that had occupied her attention in Los Angeles, as well as on the National Academy board: developing a way to determine whether students have had the "opportunity to learn" the material on which they are tested.

"How can students do well on any assessment," she says, "if they had not been exposed to the content the assessment is developed for?"

Such a measure, she says, would indicate not only whether the material had been covered in the classroom, but also how well teachers had provided instruction.

The measures would be particularly important for low-income and minority students, she says, who often have the least-skilled teachers.

In setting about determining how to construct such a measure, Ms. Stevens says, she began by surveying large districts to find out if they collect such data.

The survey found that "local school districts seem not to have looked at this as an important element in relation to student academic achievement at this point in time," Ms. Stevens says.

"All school districts have this capacity," she says. "Very few do it."

But her work has put the issue on the N.C.E.S. agenda, Mr. Elliott says. In fact, the agency and the Council of Chief State School Officers have scheduled a conference on the topic for next week.

"Flo influenced our thinking," Mr. Elliott says. "She made sense, and made more clear this is a direction we ought to be moving. It was not one we were initially enthusiastic about."

Ms. Stevens has also helped the agency by bringing to the table the perspective of a consumer of data, the acting commissioner says.

As an example, Ms. Stevens notes that she has pressed the N.C.E.S. researchers to define in their reports technical language that policymakers may not understand.

Without such definitions, she points out, district research directors may be reluctant to present information from the reports to school-board members who need it.

"My whole input has been how to make documents user-friendly so they are utilized by school districts," she says.

She also points out that she has served as a liaison between N.C.E.S. staff members and researchers and practitioners.

"I have brought the real world to the N.C.E.S.," Ms. Stevens says. ■

---

bring to this study?

A. I come from several different perspectives. I am an education historian. I'm also a member of the Institute for Social Research at Michigan. In that, I'm concerned with issues of research design and the quality of research as well. I also have experience in government before, as a consultant in the offices of adolescent-pregnancy and family-planning programs.

What I see as my immediate task is to look at the way research has been conducted, to assess it, [to look at both] the quality of the research and the kinds of research that have been conducted.

My history-of-education perspective is useful, but my social-science orientation and my previous experience may be equally important in this situation.

Q. What do you see as the top priorities for education research at this time?

A. There are a whole series of things. But I am looking more at what has been done, rather than assessing what should be done.

My sense is, [the priorities for research] are going to be addressed elsewhere, such as in [President Bush's] America 2000.

I'm not saying I won't look at them later.

Q. Assistant Secretary Ravitch has said that a major problem at O.E.R.I. is the dissemination of research, that there is a vast storehouse of information that is not getting out to practitioners. Do you share that view?

A. If you look at the research that has been done, and you look at the products the centers and laboratories are putting out, it varies. But I am not looking systematically at dissemination.

Q. Do you have any initial impressions of the quality of research at O.E.R.I.?

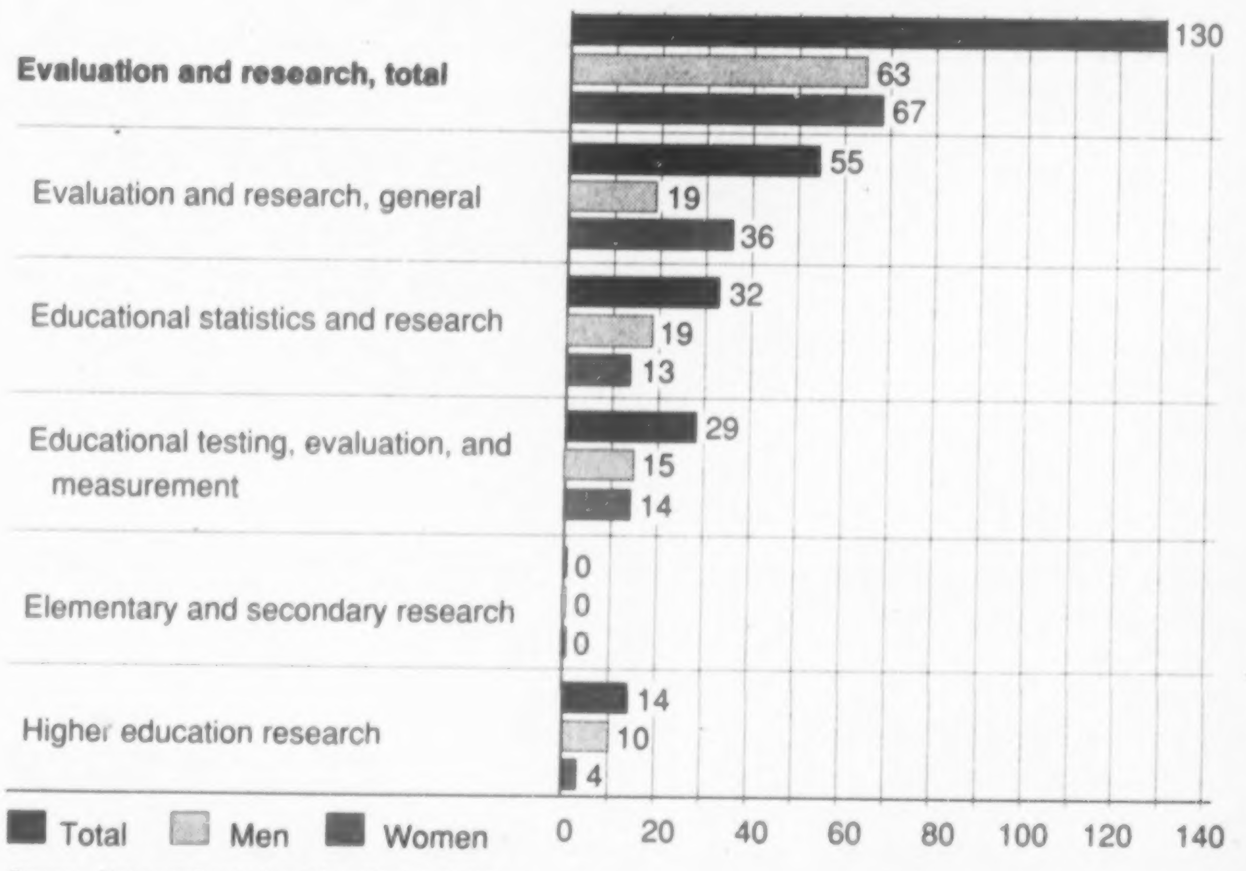
A. As in any series of research, there are some excellent things going on, and things that need to be improved.

I have been impressed at the high quality of people involved. But there are issues of methodology and strategy that have to be considered. ■

DIMENSIONS

Degrees in Education Research

Doctoral Degrees 1987-88



Source: National Center for Education Statistics

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 23 · February 26, 1992

© 1992 Editorial Projects in Education / $3.00

Palm Beach Shifts Integration Focus to Housing

Michel Peltier

The land between the railroad tracks and Interstate 95 tends to be inhabited almost solely by blacks.

By Peter Schmidt

BOCA RATON, FLA.—This community of plush homes, golf courses, and polo grounds hardly has a reputation as a place where a middle-class black family can find a good housing buy.

But, thanks to an apparently unprecedented desegregation policy adopted by the Palm Beach County school board, at least one developer here recently has been going out of its way to reach the African-American market.

Levitt Corporation, which developed an apartment complex here called St. James Club, has been offering reduced rents to black apartment-hunters, marketing its townhouses in black newspapers, and taking other steps to attempt a degree of racial integration.

Other developments and even entire municipalities within Palm Beach County have followed suit and embarked on crusades to attract black families to white areas.

The impetus for these efforts is a school-board policy giving children a re-

Continued on Page 9

Michel Peltier

The most affluent residents of Palm Beach County's 2,023 square miles live in beachside homes.

O.T.A. Advises Caution in Move To National Test

System Seen Creating New Barriers to Reform

By Robert Rothman

WASHINGTON—Citing the potential abuses and misuses of tests, the Congress's research arm last week raised caution flags in the current debate over creating a new national system of student assessments.

The Office of Technology Assessment, a nonpartisan analytical agency, expressed its concern at a hearing here on the recently released report of the National Council on Education Standards and Testing, which called for national standards for student performance and a system of assessments to gauge performance against the standards.

The concerns were contained in a study by the agency on educational testing, a summary of which was released last week.

Michael J. Feuer, the project director of the study, said the two-year analysis of testing in the United States, as well as a special study of national tests in other countries, found that "there is insufficient evidence to answer key questions regarding national testing."

Among other issues, Mr. Feuer said, the Congress needs to clarify:

- The purposes for which such tests are to be put;
- The relationship between the tests and reform efforts already under way;
- Who would set the standards for the new tests; and
- Who will pay for the new assessments.

"Until these and other questions are addressed," Mr. Feuer said, the "O.T.A. finds that placing a new test or system of tests into service at the national level could easily create new barriers to many educational reforms already under way and become the next object of concern and frustration within the American school system."

Gov. Roy Romer of Colorado, the co-chairman of the standards council, said he was "appalled" at the suggestion, made by the O.T.A. and others who testified at the hearing,

Continued on Page 23

TV News Programs For Young Viewers Making a Comeback

By Mark Walsh

Television news and informational programming for young viewers, virtually absent from the major broadcast networks for the past decade, is making a comeback this year, especially on cable channels and local stations.

Underlying the trend is a combination of forces, including the spur of competition, requirements in a new federal law, and a heightened interest in children's news sparked by the Persian Gulf war.

One indicator of the trend comes from an unlikely source: MTV, or Music Television, the 10-year-old cable channel that many parents and educators view as the very symbol of American youths' preference for television over homework.

This month marked the debut of MTV's first news-magazine show for teenagers and young adults, entitled "Like We Care." The channel has also jumped into coverage of Presidential politics with its own distinctive reports from the campaign trail.

Regular news and information programs

Continued on Page 17

Revamped NCATE Posts Highs, Lows In Tides of Teacher-Education Reform

By Karen Diegmueller

For the National Council for Accreditation of Teacher Education, the past year has been one of marked highs and lows.

NCATE last year took a major step forward in its quest to create a national accreditation system, for example, when it forged an unprecedented agreement with Florida.

In November, though, it suffered a setback when the West Virginia state board of education rescinded its mandate that teacher-education institutions be NCATE-accredited.

Meanwhile, Texas institutions, limited by state law to 18 credit hours of teacher-education courses, continued to bow out of NCATE.

But the accreditation agency was riding high once again when the Council of Chief State School Officers passed a resolution late last year pledging to aid in the establishment of a common national system of accreditation.

Then, two weeks ago, the tide again shifted against NCATE when the Council of Independent Colleges authorized its staff to explore the creation of an alternative accreditation system.

That pattern of advances and setbacks is illustrative of the divisions within the education community about the value of the revamped body since it began accrediting institutions under a new set of standards in 1988.

Those divisions were sharply evident at

Continued on Page 12

Despite Recession's Impact, Tampa High on School-to-Work Link

By Robert Rothman

TAMPA, FLA.—Over the next few weeks, students at Hillsborough High School here will volunteer to gather their school records, compile their work histories, and take a specially prepared test of work-related skills.

The resulting dossiers will be fed into a computer system—and then, it is hoped, catch the eye of local employers seeking a better way to match available skills with available jobs.

Now gearing up for its second year, the program here is the first pilot test for a national initiative, known as Worklink, created by the Educational Testing Service.

Although the recession has put a damper on the first year of the project, its backers say the concept behind Worklink remains sound. They argue that the program will motivate students to work harder in school, while providing a mechanism for employers to hire well-qualified entry-level workers.

But most students at Hillsborough High appear to be taking a wait-and-see attitude.

Sylvia E. Lufriu, an occupational-assessment specialist at the school, said in a recent interview that, despite students' strong interest in Worklink, she expected that ultimately about the same number of Hillsborough High students would sign up this year as last, when 53 entered the program.

The reason, she said, is that the program is "not a proven thing yet."

"It's something new, and there's a test involved," Ms. Lufriu said. "Whenever there's a test involved, kids don't jump into it, until it's a proven success."

Business and education officials here maintain that the Worklink pilot project has already reaped benefits. And they predict it will prove itself when the economy picks up and companies become more willing to take advantage of the system to hire graduating seniors.

But educators also add a cautionary note. Unless businesses start to take greater advantage of the program, they say, it will be

Continued on Page 16

Also in the news

5 **Budget-Cutting Blues** The heralded Fairfax, Va., merit-pay plan for teachers is suspended by the school board.

IN SUMMARY

School Fights
About 8 percent of all high-school students have been in a fight that resulted in an injury requiring medical attention during the past month, the results of a federal study show. **Page 4.**

Tighter Leash?
Two reports lambasting past management of the District of Columbia public schools are prompting local lawmakers to consider taking greater control of school finances. **Page 5.**

Recruiting Ban Overturned
A New York State court has ruled that the Rochester school board violated state law when it barred military recruiters because of the armed forces' ban on homosexuals. **Page 5.**

Controversy Over H.I.V.
Several rural school districts in Texas have been besieged by rumors and reporters following the disclosure that six local high-school students tested positive for the virus that causes AIDS. **Page 8.**

Goodbye, Appointed Boards
After more than a decade of trying, Virginia lawmakers have finally approved legislation giving state voters the right to elect school-board members. **Page 18.**

Acclaim for an Accord
Observers are hailing a recent agreement between the Education Department and the National Science Foundation to pool their resources on K-12 science and math programs. **Page 21.**

Pell Grant Parlay
Senate Democrats have dropped the most contentious provision in the bill reauthorizing the Higher Education Act—one that would have made Pell Grants an entitlement in fiscal year 1997. **Page 22.**

Capital Update **23**
Commentary **24 and 32**
Deadlines **26**
Early Years **8**
Federal File **21**
Focus On:Teachers **6**
Grants **26**
Letters **25**
Marketplace **27**
State Journal **18**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 23.

ACROSS THE NATION

NATIONAL

High-School Principal Salary Tops $60,000 for First Time, Survey Finds

The average salary for high-school principals in the United States this school year topped $60,000 for the first time, but their annual pay increase is the lowest in the past decade, according to a survey by the National Association of Secondary School Principals.

The average salary this year is $61,768, a 4.5 percent increase from last school year, the survey shows. In past years, increases have been well above the Consumer Price Index, said Paul W. Hersey, the association's director of professional assistance. This year, raises were close to the rise in the index, which was 4.2 percent.

Junior-high-school principals average $57,504, and elementary-school principals $53,856, the survey said.

For the sixth consecutive year, principals in the Far West are earning more than their colleagues in other areas. The lowest salaries paid are in the Southeast.

■ **States' "growing acceptance" of the need to involve families in all levels of children's schooling has translated into a wide range of programs that "help schools create structures that are welcoming and supportive of all families,"** a new study shows.

The report, prepared by the Council of Chief State School Officers' Resource Center on Educational Equity, presents case studies of four states that have made family and community involvement "central to the success of the states' school-reform and restructuring efforts."

It describes how Alabama is using community education to educate families and link them with services, and how Minnesota's Early Childhood and Family Education program combines early-childhood and parenting education and support services at 300 community sites statewide.

It details how trained parent educators work with the parents of at-risk children in their homes and neighborhoods in Florida's First Start Program and how the state is promoting "full-service schools" that offer health, education, and other services. It also catalogs California's efforts to ensure schools design programs that offer "multiple avenues of family involvement."

"These policies and laws represent wedges of opportunity for parents to become active players in determining the quality of the education" their children get, the report says.

Copies of "Families in Schools: State Strategies and Policies to Improve Family Involvement in Education," are available for $5 each by writing to Ron Bisaillon, Council of Chief State School Officers, 1 Massachussetts Ave., N.W., Suite 700, Washington, D.C. 20001. ■

STATES

Mass. Panel Urges $300 Million For New Technology in Schools

The state of Massachusetts should spend approximately $300 million over the next five years to upgrade the electronic-learning capabilities of its public schools, an advisory panel has recommended.

In a report issued this month, the Massachusetts Technology Advisory Committee said that the money should be used to help every school devise its own technology plan to make better use of computers, distance learning, and other electronic capabilities.

"The committee felt that Massachusetts has been in the forefront of technology development for a long time," said Maria Rodriguez, a spokesman for the state's education secretary. "Yet, there are other states that are ahead of us in getting [our] classrooms on line."

The recommendations were based, in part, on proposals contained in a similar report prepared under the sweeping reform effort under way in Kentucky.

Massachusetts' committee on educational policy, an oversight board, considered the recommendations after a hands-on session with equipment at Wareham High School, the first school in the state specifically wired to accommodate electronic-learning techniques.

But officials said that the economic recession makes it unlikely that the recommendations will be implemented systematically in the near future.

■ **Workers in institutions for emotionally disturbed children in New York State may be relying too heavily on physical force—such as putting children in strait-jackets or locked "time out" rooms—to control children's disruptive behavior,** according to a new report by a state panel.

In its review of 850 child-abuse complaints filed during a three-year period, the New York State Commission on Quality of Care for the Mentally Retarded found that nearly one-fourth of the reports involved allegations that children were being inappropriately restrained or secluded. In more than half of the complaints alleging physical abuse, workers were trying to control problem behavior in children.

The report found that the majority of the incidents took place when children were not taking part in structured activities or after 5 P.M., when the primary therapist was off duty.

"There are a lot of ways of dealing with children to calm them down and deal with an explosive situation short of physical restraint," said Clarence J. Sundram, the panel's chairman. "Most of these incidents occurred after hours when child-care staff were essentially on their own trying to control children."

The study also found that nearly half of the complaints involved children who were "repeat" victims, meaning that they had been involved in more than one alleged incident.

■ **The Arkansas State Board of Education has rejected a proposed consolidation of two all-white school districts in Jackson County that do not share a common border.**

Although the Jackson County Board of Education approved the merger request from the Grubbs and Swifton districts, the state board later denied it for several reasons, according to Nancy M. Wood, the board's chairman.

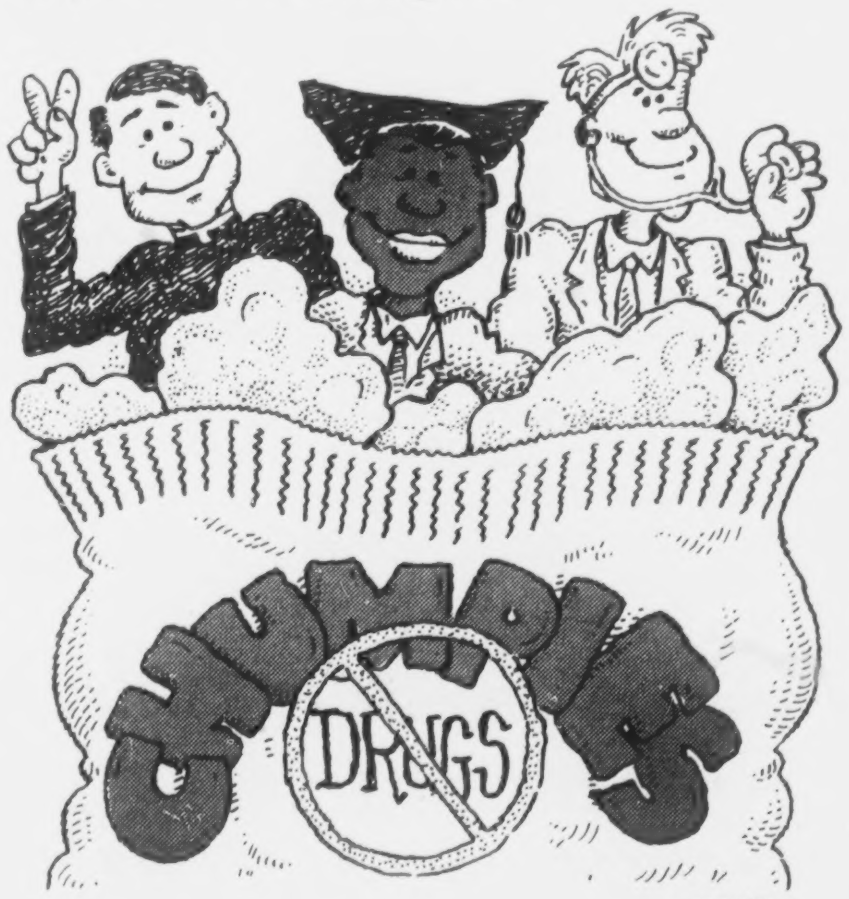
The consolidation would "not foster desegregation," Ms. Wood said, nor were the schools "proposing a strong enough curriculum to make the merger worthwhile."

According to Swifton's superintendent, Glenn D. Fugett, the two districts proposed the consolidation for "economic reasons" and because both are in "small towns" that share a similar character.

For the past two years, Mr. Fugett said, Swifton has attempted to unite with the neighboring Tuckerman district, whose enrollment is 10 percent to 15 percent black, but the two districts could not agree on what schools might be eliminated or annexed as a result.

The state board has referred the matter to the state legislature's desegregation-oversight committee for review. ■

Food for Thought



Loel Barr

A popular new Philadelphia snack food, Chumpies Potato Chips, aims to do more than satisfy a momentary craving.

The purple 25-cent packages feature the "Home Boys," a multiracial trio of well-dressed young men, who, in a message on the back of each pack, urge teenagers to stay in school and avoid drugs.

Jerry Ridgley, the president of Home Boys Distributors, came up with the idea of marketing chips with an anti-drug message to help community children stay out of trouble.

"What better way to touch children than through their stomachs?" asks Mr. Ridgley, an 18-year veteran of the potato-chip industry.

The chips, which take their name from current slang for something good or positive, have proved so popular that the company is looking for real-life "Home Boys" and "Home Girls Sweeties" to visit area schools.

"Girls would call day and night asking to speak to Kareem, Rafael, and Eric," Mr. Ridgley says.

The company sells more than 750,000 bags a week and plans this week to introduce its "Home Girls" line of chips.

The company has also received praise from educators and social-services officials. And, according to Zahir Ra, the company's public-relations director, "The message is in the chips."

—L.D.

DISTRICTS

Chicago Inks Teacher-Training Pact With New Russian Republic

Chicago-area schools last week entered into what the district terms a "historic" teacher-training partnership with the new Russian republic.

Superintendent Ted D. Kimbrough of Chicago and Minister of Education Edward Dneprov of Russia signed an agreement at the Chicago Board of Education headquarters to develop a series of training workshops.

Beginning later this year, several elementary and secondary schools in Chicago, Moscow, and Amsterdam will take part in "Project Metropolis," a collaborative effort funded by International Movement Towards Education, a nonprofit advocacy group.

Chicago was asked to participate because its ethnic diversity and poverty levels closely match those of Moscow, officials said.

The exchange will allow teachers and students to share ideas on faculty training, assessment methods, administrative practices, and vocational and academic curriculum.

Beau Fly Jones, the director of the North Central Regional Educational Lab, which is coordinating the Chicago exchange, emphasized that the workshops will benefit both school systems.

"Besides giving them new curricular options," Ms. Jones said, "there is a tremendous value in giving our teachers an understanding of living in a global village."

■ **A federal judge has ruled that the Cincinnati public schools are complying with a consent decree to achieve racial balance among the district's teaching staff.**

The district, however, remains under court order to improve student performance and ensure that its student-discipline policies are racially unbiased in eight low-achieving elementary schools.

The Bronson agreement, as the 1984 consent decree is known, settled a 10-year-old lawsuit that accused the district of illegally segregating students and teachers. With this month's decision by U.S. District Judge Walter H. Rice, the school district has been released from all but 2 of the decree's original 10 components.

The National Association for the Advancement of Colored People, which brought the original lawsuit, had asked the judge to continue monitoring the district's compliance with the order on staff racial balance.

■ **The Philadelphia school district last week announced the creation of a partnership among Yale University, Temple University, and the district to pilot an integrated approach to meeting the educational and support need of schoolchildren.**

The program, "Comprehensive Approach to Schooling Success," combines elements of the school-improvement model developed by the child psychiatrist James P. Comer of Yale with a program developed by Margaret C. Wang, director of Temple's Center for Research in Human Development and Education.

Ms. Wang's "Adapative Learning Environments Model" recognizes that children learn in different ways and need different kinds of instruction. Classrooms run under the model may include regular, special-education, and gifted students working at work stations on self-selected projects.

Dr. Comer's program, widely used in urban districts across the country, stresses enhanced parental involvement, the sharing of authority by educators, and regular involvement of mental-health professionals to solve behavioral problems.

The program will begin at two district elementary schools and one middle school.

■ **The Minnesota Department of Human Rights has ruled that a high school in Hopkins failed to ensure a nondiscriminatory environment for African-Americans when it failed to act promptly to discipline a teacher for racist remarks.**

In the first ruling of its kind in the state, the state department said officials of Hopkins High School failed to act promptly to suspend a teacher who verbally harassed black students and claimed that black people are less intelligent than those of other races.

The high school last year suspended the teacher for 10 days without pay in connection with the incident, but not until more than a month after concerned parents had filed a complaint with state officials.

The school's failure to take prompt action, the department wrote, is "strong evidence" of its acquiescence to discriminatory action by employees.

■ **A 20-year veteran of the Neptune, N.J., schools faces school-district charges for allegedly making racist comments on a call-in radio program.**

The Neptune (N.J.) Board of Education suspended David C. Clark, an English teacher at Neptune Senior High, four days after the show aired on WABC-AM.

Mr. Clark could be charged with conduct unbecoming a teacher, which could lead to his dismissal, officials said.

During the broadcast, Mr. Clark allegedly said: "In 200 years we went to the moon. In 2,000 years, [Africans] are still over there urinating in their own drinking and bathing water."

Steven Cohen, a lawyer hired by the Neptune Township Education Association to represent Mr. Clark, said the remarks had been taken out of context in a discussion of teaching translated African literature in an American literature course.

Mr. Cohen also threatened to file a federal civil-rights suit if the board attempts to fire the teacher. ■

■ **A federal judge this month sentenced a former Louisiana school-board president to 27 months in jail and fined him $10,000 for trying to extort contract kickbacks.**

U.S. District Judge Marcel Livaudais in New Orleans sentenced W.L. (Bill) Folse, the former St. Tammany Parish school-board president who had pleaded guilty to seven counts of extortion.

Testimony at a sentencing hearing indicated that Mr. Folse solicited kickbacks from engineers and architects who sought school-construction contracts. Prosecutors unsuccessfully argued for a longer sentence for Mr. Folse, saying he had organized a kickback scam that involved other board members.

Another former board member, Donald Crockett, has already pleaded guilty and been sentenced to 21 months in prison for extortion.

DIMENSIONS

Participation in Breakfast Program

Fewer than half of the nation's schools participating in the national school-lunch program also offer breakfast, according to a report by the Food Research and Action Center.

The Washington-based advocacy group reports in "School Breakfast Score Card" that, over all, just 48.8 percent of schools offering lunch under the federally supported program also offer breakfast.

The program is a federal entitlement available to all public and to nonprofit private schools. Reduced-price or free meals are available to needy students.

In a state-by-state comparison, West Virginia posted the largest percentage of schools participating in both the breakfast and lunch programs (98.7 percent), and Utah had the smallest percentage (14.1 percent).

The report cites research showing that children who eat breakfast do better in school and are less disruptive.

"The bad news is that potentially millions of schoolchildren do not receive this boost to academic excellence because their schools haven't requested the federal money to run a breakfast program," said Robert J. Fersh, the center's director.

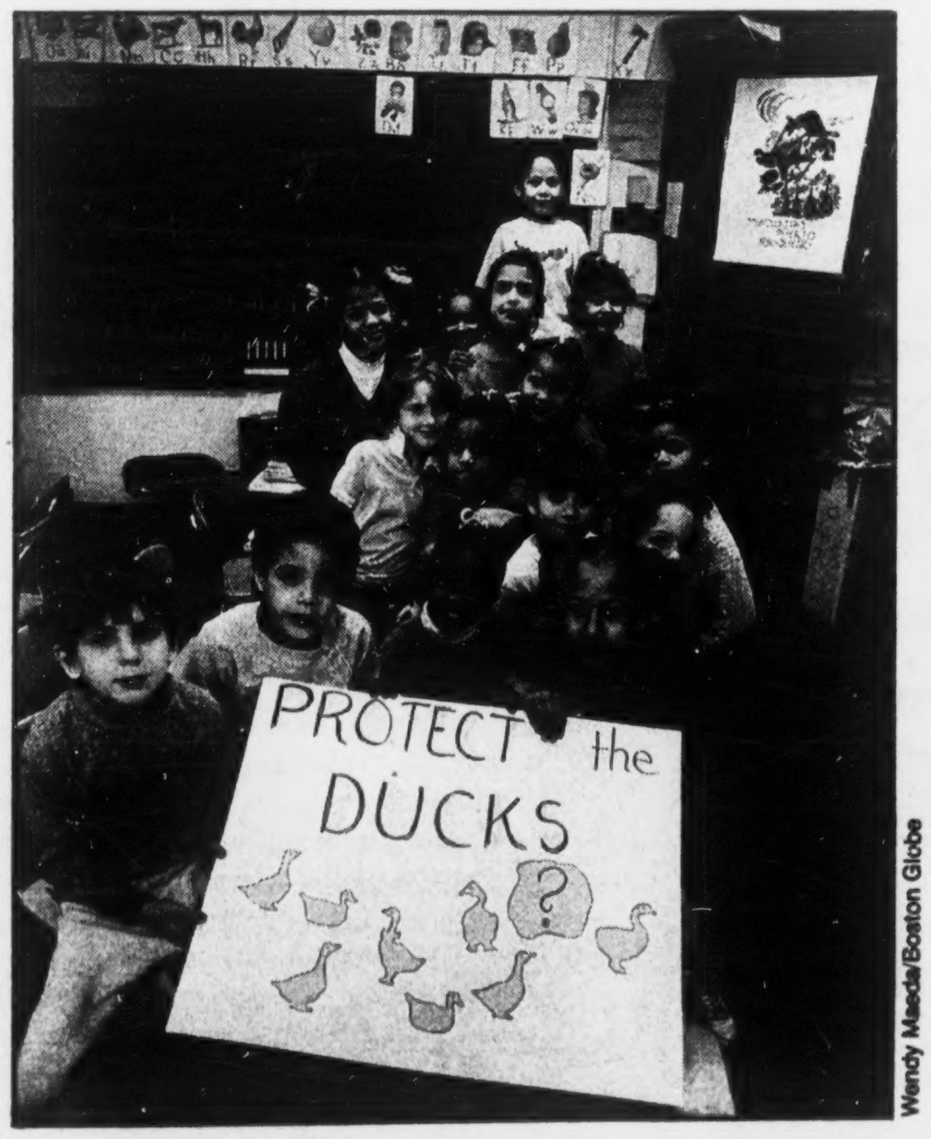
More information is available from the Food Research and Action Center, 1875 Connecticut Ave., N.W., Suite 540, Washington, D.C. 20009; telephone (202) 986-2200.

Participation in National School Breakfast Program: 1991

Top 10 States	Percent of Schools Participating*	Bottom 10 States	Percent of Schools Participating*
West Virginia	98.7	Connecticut	24.8
District of Columbia	96.6	New Jersey	24.6
Texas	95.0	Montana	21.6
Delaware	89.0	Nebraska	19.5
Hawaii	87.3	Michigan	17.4
North Carolina	84.9	Wyoming	17.4
Tennessee	81.8	North Dakota	16.9
Florida	74.0	Wisconsin	16.3
Mississippi	73.3	Kansas	15.0
Arkansas	56.8	Utah	14.1

* of schools in national school lunch program.
SOURCE: Food Research and Action Center

Getting Their Ducks in a Row



Wendy Maeda/Boston Globe

Students at the Rafael Hernandez Bilingual School in Roxbury, Mass., show off a poster they have designed for their campaign for better lighting in Boston's Public Garden to protect the sculpture honoring Robert McCloskey's children's book *Make Way for Ducklings.* Recently, the likeness of Ouack, one of the stars of the book, was stolen from the park.

UPDATE

■ **The South Carolina Board of Education has approved the purchase of $1.2 million in error-ridden history textbooks.**

The board, acting this month, approved the purchase of the six history books provided that the publishers agree to make corrections, develop an error-correction process, and assume financial liability if they are not able to correct the books in time for next fall.

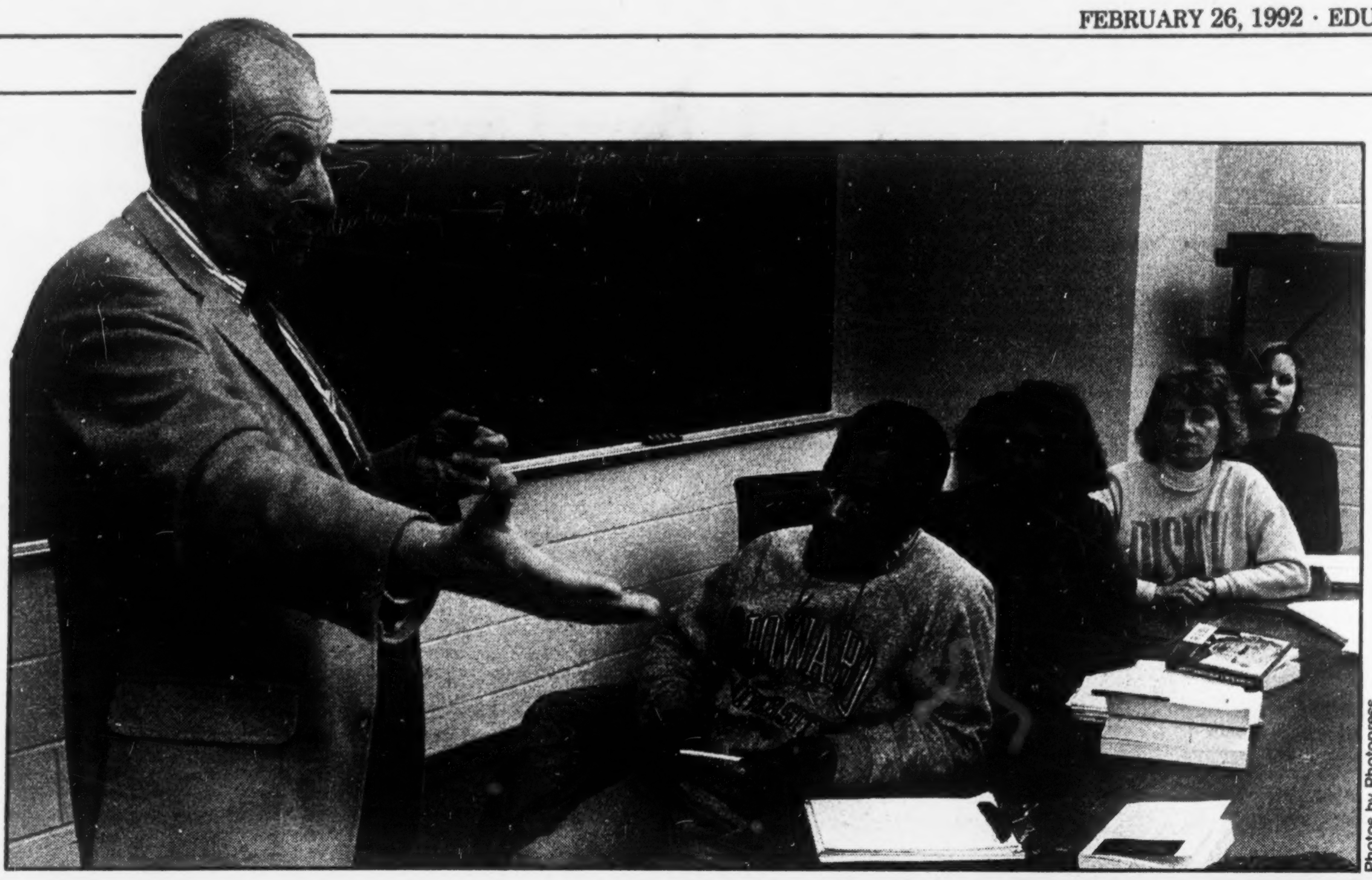
Researchers at the state education department had identified 210 errors in three of the six titles to be purchased for high-school history classes.

In January, the board voted to delay consideration of the texts after a school-board member noticed that three of the books recommended for adoption had also come under fire in Texas for errors. *(See Education Week, Jan. 22, 1992.)*

The Texas state board finally approved those books this month. ■

Correction

An article on teacher furloughs in the Feb. 12, 1992 issue incorrectly identified Jewell Gould. He is the research director for the American Federation of Teachers.



Photos by Photopress

The pairing allows the college to concentrate on its strengths—the theoretical underpinnings of education—while at the same time offering students the practical knowledge they seek, he notes.

It was the National Center for Human Development's success with its outreach programs on conflict-mediation and teaching at-risk students that made the arrangement seem natural, Mr. Velder says.

"The association with a psychiatric institute may seem unusual," observes Careen R. Mayer, the director of community-education services for the national center, "but we are very much into prevention, and our education arm and all of this work fits in beautifully" with Goucher's academic expertise.

"We know what the real problems are," Ms. Mayer says. "What we hear from teachers is, 'Tell me how to handle 40 of them at one time with eight [skill] levels, hyperactive kids, kids from dysfunctional families,' and all that impinging upon them in 50 minutes."

The new master's program is "certainly not a cure-all," she adds, "but it's a good step in the direction of giving teachers the support and information they need to work in a very different environment."

The core courses are designed to give students a frame of reference against which to judge the forces buffeting their profession, Mr. Velder says.

"My own bias is that we tend in education to jump on and off bandwagons," he says. To evaluate the rapid shifts, he adds, students need to have "breadth of background and the ability to analyze critically."

Grappling With Academic Issues

Mr. Velder teaches the class on contemporary issues in education. Students will read four authors, ranging from John Dewey to a Marxist critic of education to two "traditionalists" arguing for classical studies of the academic disciplines.

During a recent session, Mr. Velder's class pondered the difference between "schooling" and "education" and got into a spirited debate over whether students need to be taught English grammar.

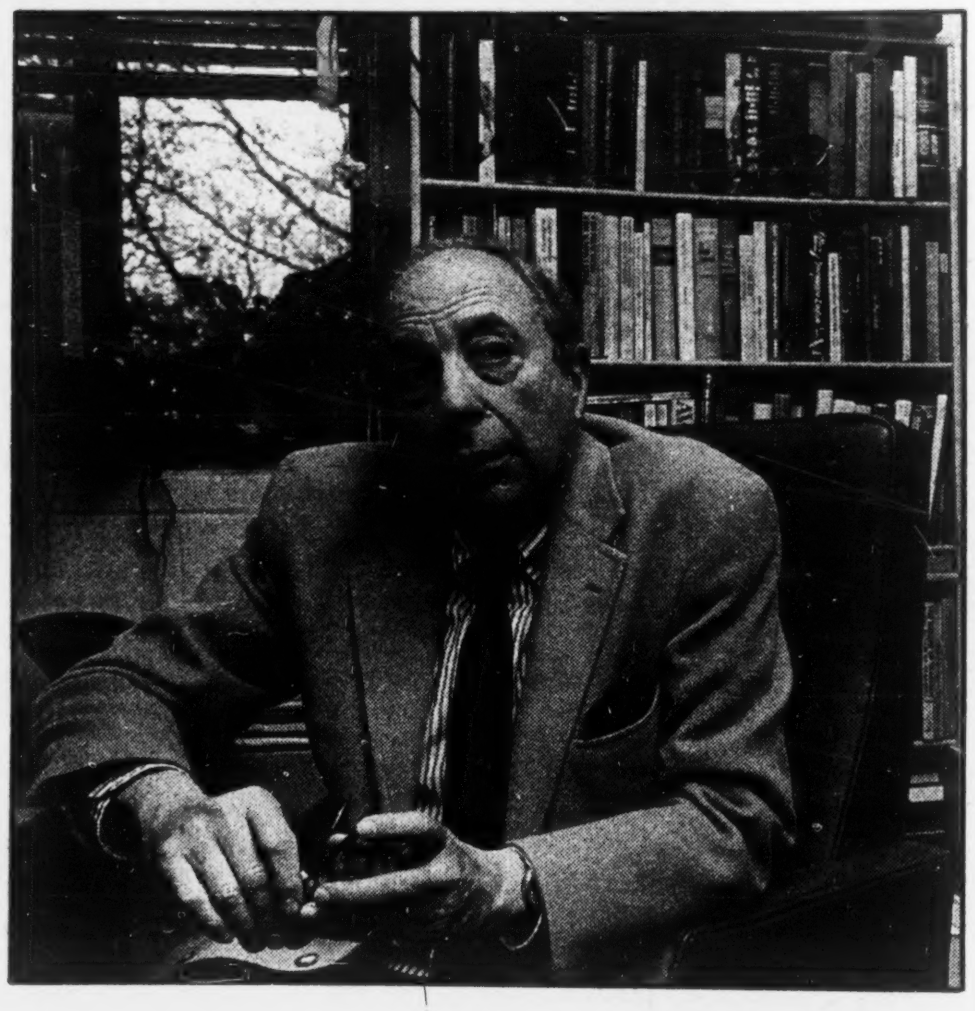
The students also grappled with the implications of schools' tendency to "dummy down" the curriculum for some students, noting that the practice reinforces the country's subtle class system.

The bulk of the lesson was devoted to a discussion of Arthur Bestor's *Educational Wastelands*, a critique first published in 1953 that takes "educationalists" to task for the demise of rigorous courses.

While the author's notion of attending solely to academics seemed appealing to the students, it was clearly viewed as impractical.

"I am wondering how you cannot deal with a kid who is being abused or not being fed or whose immediate needs are not being met," Ms. Mullin says of the book's argument. "How can you look at that, and not deal with that?"

On the other hand, she notes a bit wistfully, "It would be great to just walk in and teach." ■



Eli Velder, right, directs Goucher College's new master's program in education that specializes in preparing students to teach sociologically and psychologically disadvantaged students—children commonly referred to as being "at risk" of failing in school. Above, Mr. Velder teaches a course examining contemporary issues in education.

---

they know about education since we've all been to school. We bring away very strong memories of our own school experiences. We remember good teachers and we remember bad teachers, and we think we're completely familiar with what happens.

But we experienced that as students, not as adults. I think most people have no idea what goes into teaching 30 kids in a classroom every single day.

Q. And that's what you want to show in the book?

A. I hope some of it comes across. I can't expect to present everything in the book. We need perhaps lots of movies and television programs, as well as stories by teachers, and much more writing in the public, so the public begins to hear teachers' voices in many media.

I think they need to hear it over and over again in many ways from lots of different teachers whose backgrounds and experiences are different. One book is only a very, very small beginning of what actually needs to be presented to the larger public.

Q. So non-educators are the audience you're trying to reach with the book?

A. I hope that the book gets out to the larger public beyond the education profession. It's really aimed at people who care or should care about education.

Q. In addition to the teachers' accounts, you include a chapter in which you propose two new roles in schools—a "community-linking teacher" and a "social-systems worker." Can you explain those roles?

A. The community-linking teacher position is designed to create an advocacy base for schools among the public. It would be a teacher whose role it was to inform the public in many different ways about what's going on in schools.

There would be one per school or one per district, so that every community would have a person whose job it was to respond to the public, to go to meetings, to give radio interviews, to write stories. The public would gain access to what's happening in schools that way.

Another role that we really thought had to be re-established in a sense was the social-systems worker. Formerly, school counselors or nurses took on some of the health-care and safety issues that needed attention. But we need a position in school for a person who does nothing but pay attention to the emotional and physical well-being of children.

That will then free the teacher to teach and not be overburdened with these other needs children bring that teachers really cannot handle. We need somebody who is knowledgeable about the social-service system and has access to it to act on behalf of each child. ■

DIMENSIONS

Math Teachers' Backgrounds

Comprehensive Populations	Percent of Schools Where Teacher Teaches Math Most or All the Time[1]	Percent of Schools Where All Math Teachers Have Taken Some Post-Secondary Math Courses	Percent of Schools Where Math Classes are Based on Ability[1]
Korea	88 (5.2)	12 (7.2)	0 (0.0)
Taiwan	99 (1.2)	37 (7.2)	63 (7.6)
Switzerland 15 Cantons	25 (4.9)§	18 (4.5)§	18 (7.3)§
Former Soviet Union Russian-speaking Schools in 14 Republics	92 (2.9)	79 (7.9)	18 (3.0)
Hungary	53 (9.6)	100 (0.0)	0 (0.0)
France	91 (3.3)	30 (8.2)	27 (7.3)
Emilia-Romagna, Italy Ω	16 (4.3)	24 (5.4)	17 (4.7)
Israel Hebrew-speaking Schools	87 (4.0)	35 (8.4)	74 (7.2)
Canada	31 (1.4)	44 (2.0)	10 (1.3)
Scotland Ω	100 (0.0)	80 (4.5)	16 (4.1)
Ireland	71 (5.0)	53 (5.2)	67 (6.1)
Slovenia	99 (1.3)	96 (2.4)	2 (1.6)
Spain Spanish-speaking Schools except in Cataluna	82 (4.7)	48 (5.8)	3 (1.8)
United States Ω	95 (4.8)	76 (*)	56 (*)
Jordan	99 (0.7)	81 (6.2)	5 (2.6)

[1] IAEP School Questionnaire, Age 13.

§ Results represent percent of classrooms in schools.

* Jackknifed standard errors are greater than 9.9.

SOURCE: Educational Testing Service

Ω Combined school and student participation rate is below .70; interpret results with extreme caution because of nonresponse bias.

NOTE: Standard errors in parentheses.

NCATE Posts Highs and Lows in Tides of Reform

Continued from Page 1

last year's annual meeting of the American Association of Colleges for Teacher Education, where educators voiced strong frustration over the agency's recently increased fees and the high failure rate of institutions unable to meet the agency's tougher standards.

NCATE had seemed headed for a quieter time at this year's AACTE meeting, being held in San Antonio this week. But then the Council of Independent Colleges announced its intention to establish an alternative system. *(See related story, page 15.)*

For those involved with NCATE, the complaints and challenges are an inevitable part of the effort to create a more effective system for evaluating teacher-education programs.

"The fallout that we're reading about and hearing about now was very much expected . . . as we built the [more rigorous] system," said Richard Kunkel, the former NCATE executive director who guided the agency through its redesign.

"The reason why it is happening is because the system is toughening up," he said. "It's operating out of strength rather than weakness."

Others suggest, though, that the value of NCATE can only be judged by its impact on institutions and, ultimately, on new teachers.

"There is always going to be a tension between the institutions and any accreditation body," said Marilyn Guy, the incoming president of AACTE. "But the bottom line is, does this process make a positive difference in the way we prepare teachers. Does it make a difference?"

Producing Better Programs?

For Marilyn J. Harring, the dean of education at Purdue University, the answer is clear: NCATE produces a better program.

In preparation for NCATE, Ms. Harring said, she met weekly with the school's teacher-education council, where "some of the most important conversations I ever heard about teacher education occurred."

"There are many things that could occupy my attention," she said. "Nothing is more important to me than our NCATE visit."

But Cecil Miskel, the dean of education at the University of Michigan, takes the opposite view. His school withdrew from NCATE last year.

"Seeking accreditation is a very expensive, arduous kind of process," Mr. Miskel said. "It takes a lot of faculty time and other resources, and you balance that off [against] the benefits of belonging."

"In my estimation, there are not very many reasons that counterbalance all the effort that it takes to belong," he said. "I just don't believe meeting all [the standards] will actually produce a better school of education or teacher-education program."

At this juncture, most institutions are on Mr. Miskel's side, apparently believing they do not need accreditation or cannot meet the standards. Of the 1,200 institutions that prepare teachers, only 500 submit themselves to the accreditation process.

A Common National System

Nevertheless, Arthur E. Wise, the president of NCATE, and his supporters think they are on the road to building a common national system of accreditation to guarantee the quality of teaching.

Under such a system, institutions that did not make the grade would have to improve or stop preparing teachers because states would no longer license their graduates.

Few educators dispute the ability of some of the more prestigious institutions to prepare competent teachers even without NCATE accreditation.

"It's easy to put your finger on the good ones [that are nonaccredited] and the bad ones," Mr. Kunkel said. But, he added, it is difficult to identify the institutions at the margins.

Mr. Kunkel contends that the prestigious institutions have contributed to the problem.

"They are really hurting the profession," he said. "Regardless of their value, they are creating a shadow that other institutions can hide under."

To rectify such situations, NCATE has to convince state policymakers and educators that this is the way to improve education.

"When we agree on common national standards, we will strengthen our collective power to insist that these standards be met," Mr. Wise wrote in a recent NCATE newsletter. "We will buttress ourselves against the kind of legislation that has occurred in Texas, because there will be a common agreement nationally that what we stand for is real and important. Divided we can fall one by one, but when we all unite, we tell the story in a way that compels policymakers to listen."

No More 'Paper Chasing'

Few policymakers would have listened before the redesign. As far back as 1978, the accreditation body was under pressure to change.

State officials questioned the relevance of this voluntary organization, and, at one point, the C.C.S.S.O. was preparing to defect.

"The process [involved] a lot of 'paper chasing' that didn't result in the kinds of stringent oversight we wanted," said Gene Wilhoit, the executive director of the National Association of State Boards of Education.

Within the profession, the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities gave the body an ultimatum: Change or an alternative accreditation system would be developed.

Institutions were concerned about the participation of state-government officials, and various constituents within the teacher-education community were suspicious of each other, according to a forthcoming book by Hendrik D. Gideonse, an education professor at the University of Cincinnati.

A 1980 study by Michigan State University researchers found that, although the agency did a reasonable job in ferreting out serious problems, the standards were vague. Moreover, institutions had effective control over the membership of the site-visit teams that would evaluate them.

Higher Fees, Less Power

After years of work and considerable political maneuvering, a fragile coalition approved a restructured NCATE in 1986.

The remodeled agency had a broader constituency, a revised training program for the teams of volunteers that would visit and review the institutions, a state-recognition board to work with state officials, and a new set of standards that were intended to be more rigorous.

To implement the kind of accreditation process envisioned under the redesign, NCATE sought an infusion of new money last year. Mr. Wise asked for an increase that would double institutional fees over a two-year period. By next school year, the fees will range from $1,000 for programs with 50 or fewer graduates to $1,800 for programs with more than 500 graduates.

Many educators, worried about their budgets, were angry. But what seemed to gall them more was the realization that the increase marked the first time the AACTE constituency had lost an executive-board vote.

With only one-fourth of the votes on the board, the teacher-education institutions could no longer ensure that their voice would prevail. Now, the other three constituencies—teachers' unions, state policymakers, and learned societies—could wield more power.

While some members of the education community recognized that the break was a necessary one if NCATE was going to establish credibility, others viewed it as akin to taxation without representation.

Consequently, issues of governance and fees are still unresolved. As Ms. Guy of AACTE pointed out, between the fees of individual institutions and her group's constituent dues, the institutions cover about 65 percent of NCATE's budget but get only 25 percent of the vote on the executive board.

The governance issue could heat up again if NCATE seeks higher constituency dues. Voluntary contributions have been insufficient.

Keith B. Geiger, who serves as the chairman of NCATE, recently sent out another letter to constituent groups asking for voluntary contributions. "There is no question dues are going to have to be increased," said Mr. Geiger, the president of the National Education Association.

Constitutent dues range from $6,000 for some of the specialty groups to $100,000 for AACTE.

"AACTE is on record as moving very cautiously about wanting to double its financial commitment, especially at a time when the policy arena is

Continued on Following Page

Photopress

ARTHUR E. WISE
NCATE

"When we agree on common national standards, we will strengthen our collective power to insist that these standards be met."

CECIL MISKEL
University of Michigan

"I just don't believe meeting all [the NCATE standards] will actually produce a better school of education or teacher-education program."

Chris Stewart

DOLORES ESCOBAR
San Jose State University

"The deciding point was this, whether we wanted to make cosmetic changes or . . . make the changes we really wanted to make. We decided on the latter."

NCATE Examiners in Training Hone the Skill of Skepticism

By Karen Diegmueller

GAINESVILLE, FLA.—Ron G. Joekel wants to know why the 20 or so members of his cadre of future site examiners are all over the map on the question of whether the University of Florida has passed one of the standards established by the National Council for Accreditation of Teacher Education.

On a scale of 0 to 3, with 3 denoting passage, most members of the cadre have given the university a 2 or 3 under the criteria that make up the standard; some have marked 1. Apart from Mr. Joekel, only one or two have written down 0.

So why the discrepancy, asks Mr. Joekel, the chairman of educational administration at the University of Nebraska-Lincoln.

"I was fooled by the glittering generalities," one woman confesses.

During this session—the first time the new NCATE training class breaks into cadres to discuss and dissect the 18 standards its members will judge as they visit institutions across the country—a lack of skepticism is permissible.

By week's end, though, the students will be expected to apply the lessons of their intensive course.

"The burden is on [the institutions] to convince us," Mr. Joekel tells his charges. "It's not that we don't trust them, but it's our responsibility to verify the information."

Mr. Joekel explains that he gave the University of Florida some low ratings because he had not yet seen the necessary documentation.

To most members of the education community, NCATE is the five- and six-member teams of volunteers that sweep onto their campuses for a brief visit that will determine the accreditation status of their institution.

But the smaller, more intensively trained board of examiners has been the target of criticism since it was redesigned. To clear up some of the mysteries that surround it, the accrediting body last November allowed an *Education Week* reporter to train alongside the 43 members of the newest class of examiners.

A Mixture of Volunteers

The volunteer examiners are nominated by their constituent groups. Of the 43 in the training class, 15 were selected by the nation's two major teachers' unions, 13 by the American Association of Colleges for Teacher Education, 12 by such specialty area groups as the National Council of Teachers of English, and 3 by the Council of Chief State School Officers.

Before they arrive at the training site, the volunteers are expected to have completed their homework from the myriad reports, papers, and exercises NCATE has sent them.

On Saturday night, the trainees meet for the first time. They are greeted by a videotaped message from Arthur E. Wise, the president of NCATE, who tells trainees: "You will be the representative of NCATE. You will be the one people remember."

Although Mr. Wise will put in an appearance later in the week, Donna M. Gollnick, the vice president of NCATE, runs the training.

She has brought aboard Kenneth Howey and Nancy Zimpher, both of Ohio State University; Boyce Williams of Elizabeth City State University; and Mr. Joekel.

David C. Smith, the dean of education, and his faculty at the University of Florida have offered themselves as guinea pigs for the simulated exercises.

Sessions begin daily at 8:30 A.M. and continue well into the evening all but two days. Even during the few free evenings the group has, conversations focus on the training or a related subject.

But there are few complaints about the amount of work.

Sandra L. Robinson, the associate dean of education at the University

Continued on Following Page

Continued from Preceding Page

very active," said Gary D Fenstermacher, the outgoing president of AACTE. Institutions "are asking all the time what they're paying for."

Rigorous Standards

Since NCATE began judging institutions on the basis of the revised standards in the fall of 1988, it has reviewed 207, or about 40 percent of the 499 institutions on its roster.

Under the new standards, two-thirds of the institutions have been accredited outright. Nearly a quarter, 23 percent, have failed, while 10.6 percent have been accredited pending specified changes.

The reason for the relatively high rate of problems, suggested Donald W. Jones, a Ball State University professor who is studying the new process, is that many institutions have been caught unawares.

"The rigor associated with many of [the standards] is a shocker," Mr. Jones said. "It has taken a few years for the profession to understand what is happening."

San Jose State University, for example, was devastated when it lost its accreditation in 1989. "To be told you're not of national quality is very hard," Dolores A Escobar, then the new education dean at San Jose, recalled. "It was quite a blow."

Initially, she said, the school was in a state of anger, then denial. Then it did a self-assessment, which found that, in some areas, the school had not done a good job of presenting itself, while, in others, there was room for improvement.

"The deciding point was this, whether we wanted to make cosmetic changes to pass or whether we go in depth to make the changes we really wanted to make," Ms. Escobar explained. "We decided on the latter,".

As San Jose prepares for a second site visit, it knows far better what to expect and has spent conservatively $145,000 to carry out the process.

Working Through Problems

Jimmie Applegate, a professor of education at Central Washington University, believes that NCATE was partly at fault during the initial implementation phase. "Everybody understood this was to be a developing process," he said. "There were a lot of problems to begin with, which are now being worked through. There does not appear to be now what I characterized as an almost perverse pride in failing institutions."

The maturation includes a change in the "folio-review process," which required institutions to submit up to thousands of pages of documentation about their programs to the specialty-areas study board.

"The most negative part of our examination was folio review," said Mr. Kunkel, who is now the education dean at Auburn University. "It is so slipshodly done that it is destructive."

In September, the NCATE executive board voted to streamline the process, limiting the folio and accompanying documentation to 126 pages.

"It was clearly out of hand," Mr. Wise said. "This is one step we have taken, and there will be others in the future."

What will not change, at least for now, are the standards.

Mr. Wise said any modifications will wait until all of the institutions undergo their first accreditation round. At the current pace, that will take another two and a half years.

Institutions have had the most difficulty meeting standards for faculty qualifications and assignments and knowledge base. Over all, they have fared best in the student category.

Institutions also have been cited consistently for weaknesses in such areas as excessive teaching loads and curriculum design.

Time and again, the institutions have been cited for failing to provide adequate assistance to beginning professionals and failing to conduct follow-up evaluations of graduates.

Institutions have been cited least often in their ability to ensure that graduates completed their prescribed programs and that the content of specialty-studies curricula was well-planned and required a high level of competence.

Cultural Diversity

The criterion calling for cultural and gender diversity among faculty, however, stands out for both the number of units cited for weakness and the number of units that complied with every other criteria but this one. Ninety-eight units have been found to have insufficient diversity, and 21 failed only to meet this criterion.

Cultural diversity posed a problem for institutions throughout the standards, in categories relating to faculty, students, or curriculum.

Multiculturalism has evolved into one of the major conflicts between institutions and the agency.

"I fear we won't be accredited, but for the wrong reasons," said one educator who voiced the concerns of many of his peers, particularly those from Midwestern institutions.

"Our dean has worked as hard and as intelligently as anyone I know to recruit both minority faculty members and students," said the educator, who asked not to be identified. Yet, out of a tenure-track faculty of 130 at that school, fewer than 5 are members of minority groups.

"It goes to the heart of some fundamental values," Mr. Wise responded. While the student population becomes increasingly diverse, the teaching force is overwhelmingly white and female at the precollegiate level. At the college level, the teaching force is largely male.

"It is incumbent upon colleges of education to do what they can to provide a multicultural perspective," Mr. Wise insisted.

The agency and institutions have also locked horns over resources. Some educators complain that their institutions cannot meet the more rigorous requirements given their financial situation.

One dean of education in New Jersey said she knows her school will never pass the faculty-load standard of 12 or fewer credit hours per semester, due largely to limited resources.

The complaint is particularly widespread among smaller institutions, although the available data do not support the contention that smaller institutions' failure rate is disproportionately higher than that of larger institutions.

Knowledge Base Stressed

Even if institutions are unable to meet the diversity or resource requirements, they normally are not denied accreditation on one of those bases alone. Varying weights are given to standards.

NCATE places the greatest import on curriculum design, faculty qualifications and assignments, governance, and resources. Should an institution fail to meet any two of those standards, it is likely to be denied accreditation, according to Donna M. Gollnick, the vice president of NCATE. Even then, Ms. Gollnick added, it depends on the degree to which they are

Continued on Page 15

NCATE Accreditation Decisions, 1989-91

	1989		1990		1991		
	April	Sept.	April	Sept.	April	Sept.	Totals
Accredited	15	8.5	33	20	33	28	137.5
Accredited With Stipulations	2	6	6	3	2.5	2.5	22
Denied Accreditation	6	8.5	11	11	4.5	6.5	47.5

Decimals indicate that some institutions offer only basic programs and others offer only advanced programs.

SOURCE: National Council for Accreditation of Teacher Education

Weaknesses Cited Most Often

Criteria	Number of Institutions
Faculty lacks sufficient cultural or gender diversity.	98
Assistance to beginning professionals is not provided or is inadequate.	70
Teaching loads are excessive.	59
There is no systematic, comprehensive plan for faculty development.	49
Some buildings are not handicap accessible.	46
Student population is not culturally diverse.	43
Unit does not conduct systematic evaluations and follow-up studies of one or more of its programs.	42
Candidates do not have adequate or systematic experiences with culturally diverse populations.	42
Recruitment plan for a culturally diverse student population is insufficient or nonexistent.	41
Professional studies lack attention to global awareness.	39
Professional studies lack attention to multicultural perspectives.	38
Policies and practices do not accommodate sufficient involvement in scholarly research, field-based, and/or professional activities.	37
Evaluation results are not used to modify and improve programs.	30
Courses and experiences do not always reflect coherent/definable knowledge bases.	29
There is no systematic and/or rigorous instructional quality-control mechanism.	28
There is an insufficient number of faculty to support staff.	28

SOURCE: National Council for Accreditation of Teacher Education

---

Continued from Preceding Page

of South Carolina, says she willingly became a volunteer. "I'm a believer in the process," she says. "I saw what this did for us."

Catching On Slowly

The primary goal of the training is to immerse the volunteers in the standards and their application.

Early in the week, the teachers and the students grapple with the five standards that make up the knowledge base.

"There is no one right and correct knowledge base," Ms. Gollnick says.

Working from this premise, the trainees then must discern if an institution's knowledge base meets the criteria. They also have to determine if an institution has a clear mission and if it is woven throughout the knowledge base.

During those first days, many of the volunteers look puzzled. Their anxiety shows up in a satisfaction chart Ms. Gollnick has taped to the wall of the main meeting room. At the end of Sunday, only 24 percent of the respondents say they are very satisfied with the training, and 2 percent are very dissatisfied.

As the pieces start to fit together, and understanding replaces confusion, the satisfaction level rises. By Thursday, 90 percent are very satisfied, while the rest are satisfied.

"It took me a while to catch on. Once I started to . . . I realized what it was all about," says Kathleen M. Stroh, an education specialist from Connecticut who was nominated by the American Federation of Teachers. "By the end of the week, I was anxious, but I felt prepared."

None of the issues provokes as much discussion as does multiculturalism. Trainees express uncertainty about how to judge institutional compliance on diversity standards as well as sympathy for those that have tried unsuccessfully to recruit minority students and faculty.

They are told to look at ratios but not to make them the deciding factor. "There is no magic percentage there," Ms. Gollnick says.

They are also told to look for certain clues. Expect more diversity in Miami than in Grand Forks, N.D., Ms. Gollnick says, and examine faculty-meeting minutes to see if it is a major discussion item.

Regardless of how much they sympathize, they must report an institution if it does not meet a standard, the instructors caution repeatedly.

That is one of several broad themes the participants are schooled in throughout the proceedings. They are also counseled to err on the side of finding a standard unmet, because it will be better for the NCATE panel responsible for a final decision on accreditation to overturn the site team's decision and find in favor of the institution, rather than the other way around.

As Ms. Gollnick reminds them, "Part of the role you will play and NCATE will play is to push institutions to do better."

As much as possible, the training is designed to resemble the actual site visit.

During a real site visit, the team first meets on Sunday night, when members release their initial ratings on the criteria. They meet again on Monday evening to see if the ratings have changed after they have had a chance to check the documentation room and interview administrators, faculty, and students.

On Wednesday, team members write reports for each of the standards. "Everything has to be resolved before teams leave the site," Ms. Gollnick says.

A Practice Site Visit

Before their visit to the University of Florida, the trainees have been broken down into small teams and have discussed their initial pre-visit findings. The team chairman has assigned them to interview certain people and to be responsible for gleaning information and writing the report for specific standards.

They are cautioned not to ignore the standards for which they will not be writing reports.

Unlike an actual site visit, in which one-on-one interviews are conducted, about six trainees sit in on each interview in Gainesville.

In general, the trainees ask pointed questions that elicit relevant information.

Most of the miscues are minor. For instance, some trainees take copious notes, while others do not unless their own questions are being addressed.

Only one obvious mistake is witnessed, when a trainee tells Dean Smith to "shut up."

Dean Smith gave the trainees high marks over all. "The questions that I got really tracked with the criteria for compliance," he said.

In some areas, "I could have been pushed harder," he conceded.

When the trainees return from the campus, the teams seclude themselves to discuss their findings and form a consensus for the final report.

To reduce the number of snags, these trainees will be meshed with veteran team members as they fan across the country this spring.

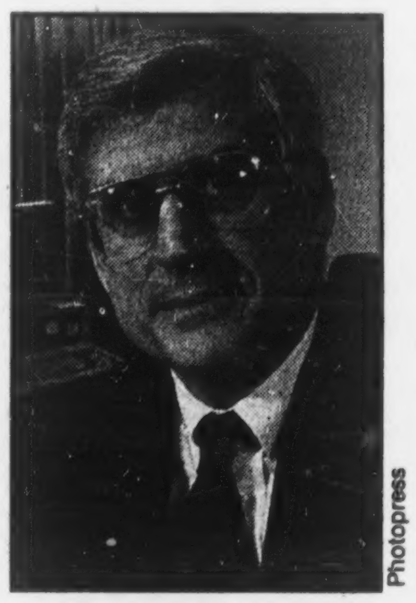
Lloyd C. Culberson, a high-school teacher from West Virginia, will be one of them. "It's exciting; it's energizing," he said of the experience that affirmed some of his beliefs about teaching and led him to question others. "I'll come back [to the classroom] all fired up."

Educators Divided on Value of Revamped NCATE

Photopress

GENE WILHOIT
NASBE

"There are a lot of policymakers sitting back and making sure [the NCATE review] is going to be a serious, rigorous process."



Photopress

ALLEN P. SPLETE
Council of Independent Colleges

"We feel a good grounding in discipline and a broad general education are good preparation for teaching, and NCATE and some others don't see eye to eye with us."

JANE A. AMERO
Maine state board of education

"What I would hope is we could work with NCATE as a pilot program, or they might want to work with us to see how this experiment plays out."

Continued from Page 13

unable to meet the standards.

Undergirding the entire process is the knowledge base—essentially the content and design of curricula for general, specialty, and professional studies.

Some educators, however, have philosophical differences with the knowledge base because it draws substantially on professional studies.

"We feel a good grounding in discipline and a broad general education are good preparation for teaching, and NCATE and some others don't see eye to eye with us," said Allen P. Splete, the executive officer of the Council of Independent Colleges.

The expanding commitment that institutions must make to pedagogy to comply with the standards "endangers general-education requisites, which are the bedrock of liberal-arts colleges," Mr. Splete said.

Other educators question whether the standards are valid.

A paper by a group of Ohio State University researchers led by Donald R. Cruickshank, the coordinator of the teacher-education program area, indicates that 11 sets of standards have been published by NCATE since 1957, albeit some with only minor revisions.

Fifty-five percent of the criteria have withstood the test of time, according to the study, which goes on to show how criteria have gained and lost favor over the years.

The crux of the paper, however, is to question whether the criteria are scientifically valid and to suggest that the time has come to subject them to the appropriate tests.

Mr. Wise, on the other hand, argued that an empirical study such as the researchers propose would be virtually impossible to conduct, since it would require a "control" group of schools to agree to produce a generation of students while consistently violating the NCATE standards.

Several other studies, moreover, indicate that the standards are generally accepted.

In his study, Ball State's Donald Jones posed a variety of questions to the institutional coordinators of the accreditation process.

"Consistently, it is seen as an improvement even by institutions that failed," Mr. Jones said. Moreover, his preliminary data indicate that the majority of respondents would undergo the process again and recommend others do so.

In another study, Kenneth D. Moore and Scott Hopkins of Cameron University concluded that teacher educators viewed the 18 NCATE standards as viable despite having difficulty implementing them.

Standards Applied Evenly?

Even though many educators are satisfied with the standards, they still express exasperation with the consistency of their application.

That is the responsibility of the board of examiners, whose five- and six-member site-visit teams conduct the physical inspections of the institution. Their recommendations are forwarded to the unit-accreditation board, which makes the decision to accredit or reject.

The site teams have been faulted for failing to pay attention to faculty comments, demanding gifts from the institutions, and exhibiting disrespect. Most often, though, the complaints center on the consistency with which the teams apply the standards.

"We thought they ought to be spending more time on preparing and training teams," James Appleberry, the president of the American Association of State Colleges and Universities, said.

Mr. Wise said most site visits go well. "Ninety-eight percent go smoothly, but this is a human institution," he said. "We rely on volunteers nominated by our constituent organizations. It's clear that every once in a while there is a problem."

NCATE had hoped that many of its concerns about the site teams would disappear with the old system. New teams are given longer, more in-depth training and are selected differently. *(See related story, page 12.)*

The new teams are also significantly smaller in size, leading some to wonder if the newly designed teams are able to do as thorough a review as the older, larger groups.

The unit-accreditation board also frequently overturns the site-visit teams' recommendations.

At its last meeting, for instance, out of the 37 units that had been reviewed, the U.A.B. overturned 30 recommendations affecting 18 units.

The result has been that some institutions that expect to be accredited based on site-visit reviews later learn that the opposite is true.

Is NCATE Necessary?

Some institutions wonder if they need NCATE at all.

In 1985, Salisbury State University discontinued NCATE accreditation, in large measure because Maryland officials convinced the university that it was an unnecessary expense, said Doran Christensen, the dean of education at the university.

"I have to ask the question, what good does NCATE accreditation do for me? I can get my teachers licensed in Maryland and other states," Mr. Christensen continued.

Nonetheless, Mr. Christensen said he will recommend that his institution return to the NCATE aegis. "I do believe that national accreditation is essential," he affirmed.

If institutions do not feel the need to be accredited by a national agency, then NCATE has to look to the states to prod them. Unless states are willing to agree to some sort of joint review with NCATE, many institutions are likely to balk at the idea of undergoing separate accreditation processes.

To help resolve some of the differences between the states and the accrediting body, NCATE has formed a joint committee with the National Association of State Directors of Teacher Education and Certification.

Since Mr. Wise took over as head of the agency in 1990, 5 states—Georgia, Maryland, Nevada, New Mexico, and Massachusetts—have sought and received recognition, bringing the number to 24. Recognition implies that NCATE approves of the program standards set by the state.

"The reality is there has not been a mass movement toward NCATE standards in the last few years," Mr. Wilhoit of NASBE said. "There are a lot of policymakers sitting back and making sure it is going to be a serious, rigorous process."

Even if NCATE proves itself, Mr. Wilhoit continued, state boards are likely to want to retain ultimate responsibility for ensuring the competency of teachers.

The formal relationships between the states and the agency do not necessarily mean the institutions are forced to undergo NCATE. Only Arkansas, Florida, Georgia, and North Carolina require NCATE accreditation; Florida and Georgia require it only of their public institutions.

West Virginia required it across the board until November, when the state board of education voted to withdraw the NCATE requirement and create an alternative accreditation route.

But Mr. Wise and some West Virginia educators doubt the state board will be able to offer a viable alternative to national certification.

Some in West Virginia suggested that political pressure had been a factor in the board's decision. Wilmer S. Cody, until recently Louisiana's superintendent of education, agreed that politics plays a role in states with dual accreditation systems.

In Louisiana, private institutions undergo state approval. As a result of behind-the-scenes lobbying, one private school was able to manipulate and circumvent the state approval process for nearly 10 years, during which time it graduated a lot of teachers, Mr. Cody said.

New State Challenges

Meanwhile, NCATE faces a different challenge in Texas. State lawmakers there, mindful of the criticisms of teachers' colleges in recent years, have restricted the number of professional courses for an undergraduate degree.

The law led 10 Texas institutions to withdraw from NCATE. "We never had a beef with NCATE; we didn't feel we could meet [the standards] within an 18-hour lifetime," said Richard L. Simms, the interim dean of the University of North Texas.

While the decision to withdraw did not lead to a drop in enrollment, Mr. Simms' phone did start ringing off the hook. "I personally had to deal with scores of anxiety-ridden parents about this," he recalled. "They were rightly concerned."

"It's important for teacher education to have national standards," Mr. Simms said. "Otherwise, we run the risk of becoming too provincial."

Texas Tech University has decided to stay with NCATE despite the state-imposed limitation. Even if the institution is denied accreditation, Charles W. Smith, the dean of education, said, it will have been a fruitful exercise.

"What you end up doing is a careful, detailed self-study, moving you toward a higher-quality program," he said.

Now some states, including Maine and Arkansas, are considering using outcome-based measurements to license their teachers.

Such a step could certainly change the NCATE equation. If teacher candidates passed whatever outcome-based performance assessments presented them, institutions could point to the assessments and say they no longer needed to go through the NCATE process because they had proof they were preparing competent teachers.

State policymakers do not necessarily rule out a role for the agency in this scenario. "What I would hope is we could work with NCATE as a pilot program, or they might want to work with us to see how this experiment plays out," said Jane A. Amero, the chairman of the Maine state board of education.

Nor does Mr. Wise believe they are incompatible. "It's not likely that we can ever assure the public that a teacher is qualified to practice if we skip over the quality-control steps that every other established profession insists upon."

Colleges Council To Explore Creating Alternative to NCATE

The executive board of the Council of Independent Colleges has authorized its staff to examine the possibility of creating an alternative system of teacher-education accreditation.

The council, which represents about 320 small liberal-arts colleges, made the decision two weeks ago based on the recommendation of a task force of college presidents formed last year.

Next, the C.I.C. will try to find some partners in the venture, in particular the American Association of State Colleges and Universities. AASCU, whose roughly 375 member institutions train more than half of the nation's teachers, has expressed concerns about the National Council for Accreditation of Teacher Education since its redesign.

The C.I.C. will also begin surveying all of its members to assess their "depth of feeling," said Allen P. Splete, the group's executive director.

"We're not saying anybody has to leave NCATE," Mr. Splete said. "We're just saying this vehicle doesn't seem to be working."

Complaints Lodged

Both the council and AASCU have complained about the governance and fee stucture of NCATE.

"With the contributions that small liberal-arts colleges are making, they deserve to have adequate representation and their thoughts given a lot of consideration," Mr. Splete contended.

Mr. Splete also noted a perceived difference in philosophy between NCATE and the liberal-arts colleges about the proportion of teacher-preparation courses a student takes as part of his or her overall college education, with the agency placing more emphasis on pedagogy and the schools leaning toward a broader array of courses.

Arthur E. Wise, the president of NCATE, said the revolt was not surprising "given the fact that NCATE is becoming a meaningful accreditation agency and not the paper tiger it once was."

"Schools out there which fear they will not be able to meet our standards . . . will be shopping for an accreditation association whose standards they can meet," Mr. Wise maintained.

Currently, NCATE is the only body authorized by the Council on Postsecondary Accreditation to accredit teacher education.

Data indicate that C.I.C. schools are faring better than are institutions overall. Of the 24 C.I.C. schools that have been reviewed under the new NCATE standards, 78.3 percent were accredited, compered with the overall institutional-passage rate of 66.4 percent. —K.D.

R4800-2A

EDUCATION WEEK

American Education's Newspaper of Record · Volume XI, Number 25 · March 11, 1992 · © 1992 Editorial Projects in Education / $3.00

Nearly 700 Teams Submit School-Design Overhauls

By Lynn Olson

WASHINGTON—Nearly 700 teams from around the country have submitted their best ideas for how to teach children and run schools to the New American Schools Development Corporation, in hopes of receiving millions of dollars in funding.

"We've had a response that frankly I did not dream of or envision," said Thomas H. Kean, the chairman of the corporation, in announcing the number of proposals at a press conference here last week.

"The preliminary designs we've received go way beyond tinkering with the present education system," he added. "They seek a dramatic overhaul of the way we now teach children."

NASDC is a private, nonprofit corporation formed by American business leaders last July, at the request of President Bush, to underwrite the design and implementation of a new generation of "break the mold" schools.

It has pledged to raise $200 million for the effort over the next five years.

A total of 686 design teams submitted proposals by the corporation's Feb. 14 deadline.

By the end of May, NASDC will select as many as 30 of them to

Continued on Page 22

Photopress

Thomas H. Kean, left, the chairman of the New Amer Schools Development Corporation, and C. Reid Rund NASDC's acting president, at last week's press confere

Wisconsin Court Upholds State's Test of Vouchers

Choice Forces Hail Win For Private-School Plan

By Mark Walsh

In a ruling hailed by school-choice advocates, the Wisconsin Supreme Court last week upheld the experimental Milwaukee program that allows a limited number of children from low-income families to attend nonsectarian private schools at state expense.

The 4-to-3 ruling overturned a 1990 state appellate-court ruling that the state legislature had improperly enacted the plan as a rider to an appropriations bill. The majority of the state supreme court held that the program served the significant state purpose of improving the education of children from low-income families, and thus was not a special-interest measure requiring separate passage under the state constitution.

"Clearly, the program is not only of statewide importance but national significance as well," said the majority opinion by Justice William G. Callow, "because education of our citizens knows no boundaries and other states could benefit from the knowledge resulting from this innovative experiment."

The three dissenting justices were sharply critical of their colleagues, contending that the majority was "glossing over" important issues of state law arising from the way the program was enacted.

The Milwaukee choice program has been watched nationally as the first voucher-style plan allowing low-income students to attend nonpublic schools.

National proponents of school choice said the ruling could encourage more state legislatures to enact similar experiments.

"This is the first voucher plan to survive in court," said Clint Bolick, a Washington

Continued on Page 27

Pa. Board Weighs Shift To Requiring Learning Outcomes

By Robert Rothman

The Pennsylvania State Board of Education is slated this week to vote on rules that would make the state the first to require students to master a set of learning outcomes, rather than take a prescribed number of courses, in order to graduate.

Under the regulations, which if approved would take effect this fall, the board would establish a set of skills and knowledge all students should attain, as well as assessments to measure student performance.

Districts would then develop strategic plans—which would have to be approved by the state board—outlining how they propose to enable students to acquire the learning outcomes. Students could then receive a diploma by demonstrating mastery on the outcomes, regardless of how many courses they took.

Robert E. Feir, the executive director of the board, said the proposal is aimed at shifting the state's focus from regulating the process of education to setting goals for the outcomes of schooling.

"Our regulations are very precise with respect to the process schools should follow, without stating the expectations for student achievement," Mr. Feir explained.

Continued on Page 17

Also in the news

5 **The Ad Wars**
Marketers and watchdogs face off over the increasing amount of advertising directed at children.

Schools Getting Swept Up in Current Of Business's 'Quality' Movement

By Lynn Olson

W. Edwards Deming glowers at the audience. Eliminate merit pay and student grades, he scolds. Stop ranking people and schools.

"These are bad practices," he thunders, "evil practices."

The school administrators scribble away furiously. A few tape his every word.

Mr. Deming, a balding 92-year-old whose physical frailty masks a scalding wit, is the most prominent of a group of management gurus who have recently captured educators' interest.

As little as five years ago, their approach to transforming large, complex organizations—known collectively as Total Quality Management—was virtually unknown in the schools.

Now, education is being swept along by the same current that has already surged through U.S. manufacturing and industry, government agencies, and health-care organizations.

First of Two Parts

"It's surfacing all over the place," said Lewis A. Rhodes, the associate executive director of the American Association of School Administrators.

For example:

- Last year, the A.A.S.A. created a Total Quality Network to help educators learn more about the concept. It has attracted more than 300 paying members who sign

Continued on Page 25

Shift in Subsidized Day-Care System in Pa. Poses Challenges

By Deborah L. Cohen

Before Pennsylvania instituted a new system for allocating subsidized day-care slots a few years ago, the Lighthouse Family School in Philadelphia had been serving some 150 children, mostly from low-income Latino families.

Under the new system, though, enrollment at the Lighthouse dropped to 54, and five of its eight classrooms remained empty.

Yet, at the same time, there was a lengthy waiting list for day care throughout the city, and ample numbers of the

Continued on Page 16

David Swanson

Patricia Schogel of the Lighthouse Family School in one of five classrooms that are empty, she says, because of a change in the subsidized child-care system.

IN SUMMARY

Chafing Over Choice
A new "controlled choice" plan unanimously approved by the Indianapolis school board is facing criticism even from board members themselves.
Page 5.

Tightening Security
In the wake of the fatal shooting of two students at a Brooklyn high school, New York City officials last week unveiled a $28-million effort to curb violence in the city's schools. **Page 5.**

Computer Kudos
School officials in Montgomery County, Md., are suggesting that a new computer system is partly responsible for dramatic increases in student-test scores in the district. **Page 8.**

Paying for College
The R.J.R. Nabisco Corporation has announced an education-assistance program that it hopes will eliminate the financial barriers to postsecondary education for its employees' children. **Page 10.**

Back to Reform
Thanks to a promise of no new budget cuts, Ohio lawmakers and educators may now turn to drafting major school-finance and classroom and governance reforms.
Page 12.

Migrant Panel Tiff
The chairman of the national migrant-education panel threatened to resign last week following a heated argument with two members of the Congress on the panel. **Page 18.**

Appointments	**32**
Capital Update	**21**
Commentary	**28 and 40**
Deadlines	**32**
Events	**31**
Federal File	**18**
Focus On: Administrators	**6**
Legislative Update	**15**
Letters	**29**
Marketplace	**33**
State Journal	**12**
Technology	**9**
Vocational Education	**10**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the National Association of Elementary School Principals.
Begins opposite page 20.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 25.

ACROSS THE NATION

NATIONAL

Survey Finds Most Youths Pessimistic About Future

More than half of today's youths believe that life in the United States will be worse a decade from now, according to a national survey conducted for Scholastic Inc.

The poll—conducted Feb. 20 of more than 2,800 3rd- to 12th-grade students in public, private, and parochial schools—showed that only 23 percent of those polled thought life would be better 10 years from now than today. Older students were even more pessimistic; fully 64 percent of high-school students said life in 10 years would be worse.

The students polled by Chilton Research Services, a national marketing-research firm, said they were most worried about drug use (56 percent), AIDS (50 percent), and unemployment and the economy (38 percent). Only 15 percent said they worried about education.

The survey also found that older students were much more skeptical of the ability of elected officials to solve the nation's problems. Thirty-five percent of 3rd to 5th graders said that the best-qualified candidates run for President; only 12 percent of high-school students agreed. Fifty-three percent of the youngest age group said that most elected officials care about their concerns; only 17 percent of high schoolers thought so.

High-school students were especially critical of President Bush's performance. Only 8 percent of students in grades 9-12 gave Mr. Bush an A, while 46 percent of the youngest students polled did so. ■

STATES

Survey Finds Mass. Districts Hit By Recession, Spending Limits

Spending restrictions and a depressed economy have forced Massachusetts' school districts to cut academic programs, staff sizes, and transportation services and to institute fees for extracurricular activities, according to a survey conducted by the Massachusetts Association of School Committees.

The severe cuts are a result of the adoption in 1980 of Proposition 2½, which caps local spending, coupled with steady reductions in state aid to localities, the report says.

Budgets for the current school year were lower than last year's in 44 percent of the districts, while they were held to less than 4 percent increases in another 36 percent of the districts.

Districts that attempted to override Proposition 2½ failed three out of five times.

More than 80 percent of the responding districts said they had cut academic programs, chiefly in music, physical education, industrial arts, home economics, reading, and guidance.

All but 6 percent said they had to reduce size of their professional staff between 1991 and 1992, and one in four districts said they were forced to reduce or eliminate transportation services.

Fifty-eight percent, or 210, of the state's school districts responded to the survey. ■

DISTRICTS

Federal Judge Holds Oakland May Delay Redistricting Effort

A federal judge has turned back an effort by Hispanic and Asian-American voters in Oakland, Calif., to require city officials to redraw local voting districts before this November's elections for school board and city council.

Population variances in the current districts, which were drawn on the basis of the 1980 census, have become more pronounced in recent years and should be corrected in light of the 1990 census before the city's next planned redistricting in 1993, according to backers of the lawsuit filed last November.

U.S. District Judge Fern Smith ruled last month, however, that while the city's reapportionment delay was "constitutionally suspect," it was justified by the city's efforts to base the new districts on revised census data.

Oakland voters have approved a ballot measure that would create a 10-year redistricting cycle that would begin in 1993.

Currently, the local school board has no Asian or Hispanic representatives. Together, the groups account for about 15 percent of the city's population.

■ **Three former members of the Harlan County, Ky., school board have filed a lawsuit in county circuit court challenging the state education commissioner's constitutional authority to remove local school-board members.**

The three men were ousted by the state school board after a weeklong hearing. A fourth board member and the district's superintendent resigned shortly after the state lodged its charges last year.

In their suit filed last month, the board's former chairman, Benny Dale Coleman, and the ex-board members, Ronnie Ball and David Lewis, charge that the education department exercised powers reserved for the state attorney general. The men claim they still hold office and are seeking a court order preventing their replacement.

The state had anticipated that the Harlan County decision would spark a challenge to the governance provisions of the 1990 Kentucky Education Reform Act.

In the lawsuit, the men contend their rights to a jury trial were violated and say they are considering a federal lawsuit alleging that they were denied their rights under the First and Fourth amendments to the U.S. Constitution.

■ **The Baltimore Teachers Union has sued the city of Baltimore, charging that a salary-reduction plan there is unconstitutional.**

The union, which filed suit last month in federal district court, objects to the city's decision to save money by not paying teachers for one week of work. That works out to a 2 percent pay cut.

The state board of education rejected an earlier proposal to furlough teachers and close Baltimore's schools for a week because students would have been in school for fewer than the state-mandated 180 days.

A second lawsuit, filed by the union in

Crossing the Red Cross

Barren County, Ky.'s Red Cross School, named for the century-old community it serves, has been receiving a lot of attention lately from the American National Red Cross, and not because of blood drives.

Recently, the county school board received a letter from the charitable organization informing it that its use of the name "Red Cross," a registered trademark, was considered unauthorized.

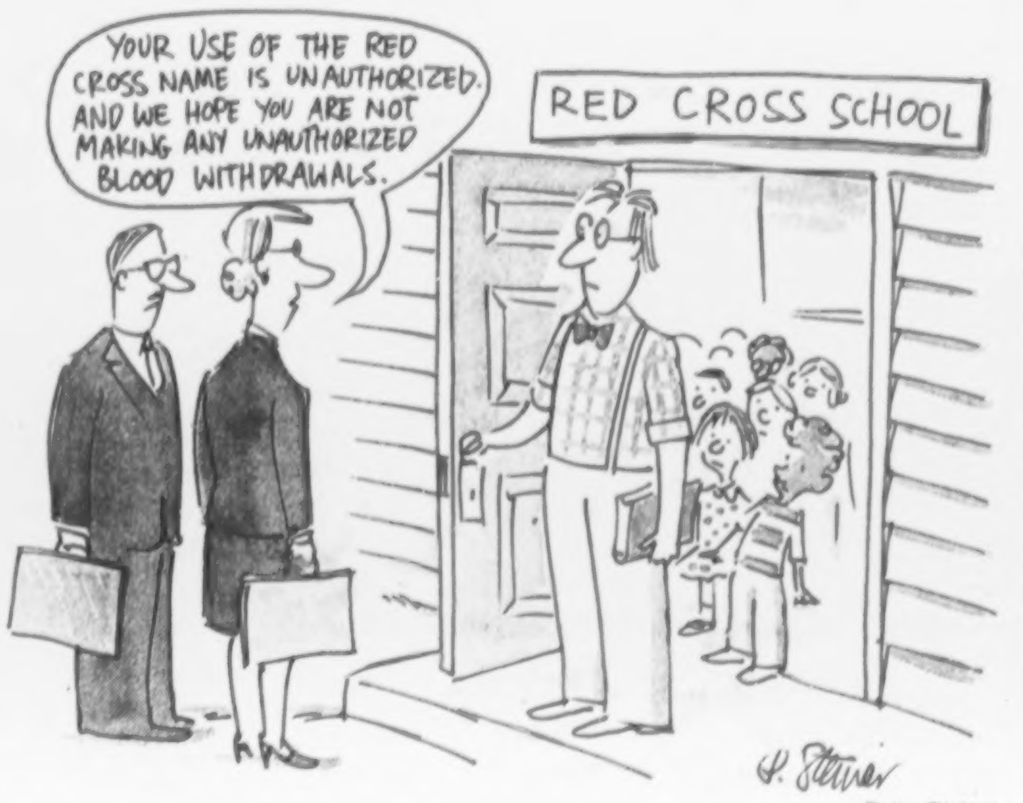
The letter stunned administrators of the 80-year-old school.

"We're not trying to take advantage of the Red Cross name," said Roy Withrow, the superintendent of the Barren County schools.

According to Mr. Withrow, the U.S. branch of the international organization had not realized that the 210-student elementary school was a public school. After he explained the situation, the American Red Cross decided not to take further action, Mr. Withrow said.

"They should have checked their facts before proceeding," the superintendent said. "It would have saved everyone a lot of trouble."

The Red Cross had learned of the school's existence during a routine Dun & Bradstreet trademark search. The school's name may have appeared on the list because of bonds it had issued, said Margaret McCarthy, a spokesman for the organization.


YOUR USE OF THE RED CROSS NAME IS UNAUTHORIZED. AND WE HOPE YOU ARE NOT MAKING ANY UNAUTHORIZED BLOOD WITHDRAWALS.
RED CROSS SCHOOL
P. Steiner
Peter Steiner

The Red Cross has apologized in writing and, in future, Ms. McCarthy added, "each situation will be taken on its own merits."

—L.D.

Corey Lowenstein

Two Bridgeport students—Anne-Marie Clement, a native of Haiti, and Loi Nguyen, from Vietnam—show dolls from their countries to James A. Connelly.

and Naturalization Service," and have been ill-prepared to deal with new influxes of students from diverse language groups.

"If you begin to look at the statistics, this is a very, very complex problem," says Mr. Smith, noting that the 6 percent of Maine students who are limited-English proficient come from 72 different language groups, including several Native American tribes.

Sharing Information

Ms. Becker describes the council as "a grassroots movement" consisting of "superintendents addressing their local needs, their statewide needs, their regional needs, and their national needs, probably in that order."

The council holds summer institutes on educational and advocacy issues related to language-minority students, runs a clearinghouse at Brown University to distribute relevant information, and publishes a quarterly newsletter highlighting promising practices in the field.

The council also lobbies at the federal level, and conducts state meetings at least twice a year to address issues specific to its member states—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont.

But the council's most important function, many members say, may be as a mechanism for allowing superintendents to gather informally and talk, in a positive and non-threatening manner, about their concerns in dealing with language minorities.

With 2,500 L.E.P. students among Bridgeport's total enrollment of 20,200, Mr. Connelly says, he is looking for ways to swap information with his counterparts in districts dealing with similar situations.

"Generally speaking, when superintendents confront the issue of bilingual youngsters not receiving appropriate instruction, it may be through a court order or a group of citizens demanding services for their kids," says Peter J. Negroni, the superintendent of the Springfield (Mass.) Public Schools and a member of the council's advisory board.

"Our perspective is not, 'You are doing something wrong, and you should be doing it right,'" Mr. Negroni says. "Our perspective is, 'We are sharing information about mechanisms to appropriately educate youngsters who are limited-English proficient.'"

"Superintendents listen to other superintendents," he notes.

The council has proved particularly valuable, Mr. Negroni points out, to superintendents who are encountering language minorities for the first time, and could use guidance from those with more experience.

"Everybody, no matter where they are now, are beginning to get a few" L.E.P. students, Mr. Negroni says. "It is not something that just affects the urban centers."

Through the council's summer institutes, its members say, districts in New Hampshire, Vermont, and Maine, which have experienced new influxes of language minorities, have benefitted from the experiences of districts in Massachusetts, Rhode Island, and Connecticut, which absorbed similar influxes years ago.

Speaking With a 'Powerful Voice'

Ms. Becker says the superintendents collectively "speak with a very powerful voice" on language-minority issues. And that voice appears to be heard in Washington, D.C.

Rita Esquivel, the director of the U.S. Education Department's office of bilingual education and minority-languages affairs, has kept in close contact with the council and has referred to it as a model for bringing about needed changes at the local level. Ms. Becker says that the New England Multifunctional Resource Center received a $77,000 grant from OBEMLA this year to help keep the council going.

The council has also lobbied the Congress on refugee assistance and other issues, with mixed success.

At the state level, council members in Connecticut have played an instrumental role in developing certification requirements for teachers of language minorities, and in having L.E.P. students exempted from taking some standardized tests that advocates say impact them unfairly.

Paul S. Danyow, the superintendent of the Burlington (Vt.) Public Schools, says council members in that state have worked to bring businesses, social-service agencies, and educators together to help smooth the transition of immigrants and refugees to life in their communities.

Among other successes, council members have secured federal funding for an L.E.P. program in Rhode Island, and have established new training programs in Massachusetts.

Since its establishment, the council has inspired the creation of a similar organization for superintendents in Texas.

And Huong-Mai Tran, the director of the Multifunctional Resource Center for mid-Atlantic states, says representatives from eight states in that region plan to meet March 26 to discuss forming a group of their own. ■

Q. You've also tried to set up some programs for people not normally served by schools, such as homeless adults and parolees. Is that the kind of outreach more school leaders should see as an obligation?

A. We want to try to create an environment wherever we can so that all people can be successful. In Louisville, that's what we've done with homeless children and their parents, with literacy programs, and with other people who may be in trouble with the courts.

We've tried to respond so that we're not just dumping people out on the streets, but we're trying to help take them off the streets and help them obtain the skills and the education they need so they can be productive.

It's been amazing to us how well people who do not fit a traditional school do when an alternative program is worked out, where they can survive and their needs can be met.

Q. Have your ideas about the superintendency and school administration changed much in the 20 years you've been a superintendent?

A. I think the basic principles that I've had haven't changed, but how we accomplish those principles has changed a great deal. I've become much more flexible. How you deal with a complex city or society, how you involve people, and how you deal with the legal issues, that's all changed my management style.

The diversity of the student body, and even the values of our parents and others have changed so much. We have to respond to those in positive ways.

At one time, I think I would have been much more narrow in my view. Today, I recognize to a much greater extent the value of diversity and what it can do to strengthen our schools, our community, and our society in general.

Q. Do you see more changes in coming years?

A. We have just begun in this whole thing. I see great changes coming, but they're positive changes. I think we've got some deep water to go through in trying to improve quality and keep very high standards. But I see that as a challenge, not a hurdle that we can't get over.

Education in the future is going to have to look and feel different than it has in the past. We're going to have to deal with what I would term systemic changes, not just piecemeal changes. And that's going to cause us to rethink the whole environment that we create in our schools.

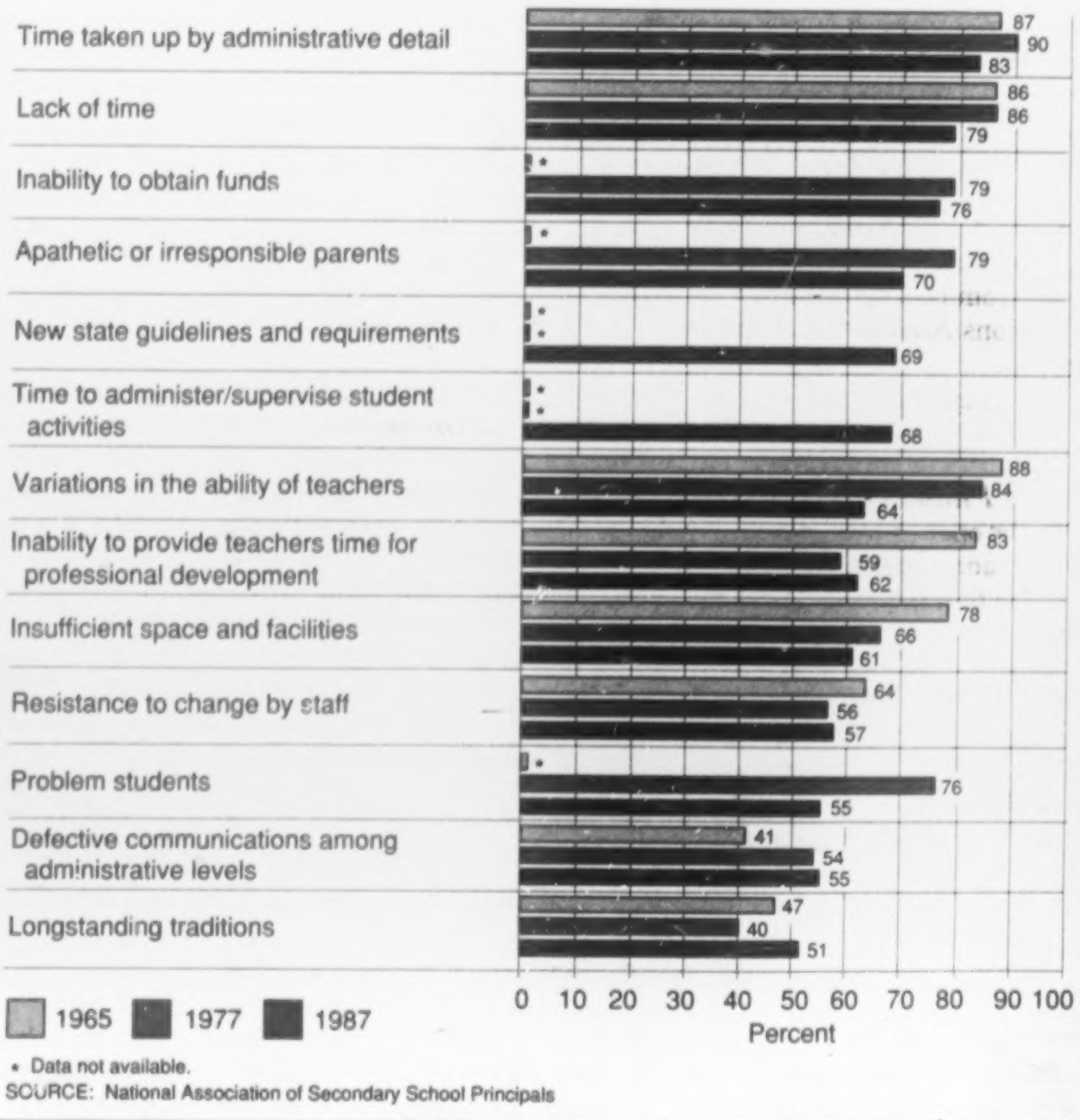
It's going to take a different approach, a different style of delivery. And it's going to call for high use of technology. In the process, we're going to change how we work with students.

Teachers are going to change. They're going to have more of the state-of-the-art tools of computers and technology that will help them give work that's meaningful to students, so that students are more interested, more challenged, and want to achieve. ■

DIMENSIONS

Administrative Roadblocks

Secondary-School Principals' Reports



* Data not available.

SOURCE: National Association of Secondary School Principals

R 4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 26 · March 18, 1992

© 1992 Editorial Projects in Education / $3.00

Disabled Students Found To Achieve 'Mixed Success'

Federal Data Document Life After High School

By Debra Viadero

WASHINGTON—Young people with disabilities are meeting with "mixed success" as they struggle through high school and search for meaningful, well-paid employment, data from three new federal studies indicate.

The studies are the most recent to emerge from the National Longitudinal Transition Study, a five-year, $5-million effort to track the progress of 8,000 disabled students who were enrolled in secondary schools in 1985-86.

The three studies consist of a 600-page compilation of all of the longitudinal project's findings to date, together with smaller reports dealing with the issues of dropouts and disabled students' post-school employment status.

While some of the data have been published previously, the studies, which were formally released by the Education Department late last month, paint the most complete picture to date of the high-school and post-school experiences of disabled students.

"It's definitely a good news/bad news kind of thing," said Mary Wagner, who directs the ongoing research project for SRI In-

Continued on Page 25

To Maintain Trends, NAEP Scales Back Math-Test Changes

By Robert Rothman

WASHINGTON—Citing the need to be able to track student performance over time, the National Assessment Governing Board has adopted a scaled-back version of a proposed revision of its mathematics assessment.

The changes, which are expected to guide the development of the 1994 National Assessment of Educational Progress, are aimed at bringing the math test more in line with standards for instruction in the field developed by the National Council of Teachers of Mathematics.

The original version of the proposal called, among other changes, for increasing the number of open-ended questions and placing a greater emphasis on topics such as algebra.

But members of the N.A.G.B., meeting here this month, said the proposal would make the 1994 assessment too different from the 1992 assessment to enable NAEP to show trends over time.

The board approved several of the proposed changes. But it rejected the increase in open-ended questions and scaled back some of the topic shifts.

Continued on Page 17

John Ligos

Marcus Simpson weaves on a loom with his mother, Janney. Marcus left the public schools after his gifted-and-talented program was eliminated.

Budget Cutters, School Reformers Taking Aim at Gifted Education

By Debra Viadero

Once educators in his community decided he was gifted, Marcus Simpson began to do wonderful things in school. He created inventions, spent hours working on complex problems, and visited with a local television station to find out how weather reports are produced. He gave a presentation on meteorology to his classmates and spoke for more than half an hour, without notes, because the subject excited him so much.

Marcus lost some of his enthusiasm for school, however, after the local school board voted to eliminate his gifted-and-talented program. Back in his regular classes, his mother noticed, Marcus began to grow restless.

Last fall, six weeks into the 8th grade, he transferred to a private school.

"You're watching your child just sort of becoming bored and unmotivated," Marcus's mother, Janney Simpson, said. "It's hard to decide to make a transfer six weeks into the year."

Experts in the field of gifted education say Marcus's situation may become increasingly commonplace this year in schools across the nation. Budget pressures wrought by the lingering recession are forcing a number of states and local districts to drop their special programs for gifted-and-talented students.

Not mandated in nearly half the states, and typically used by a relative handful of students, the programs are an obvious target for cost savings.

But another factor for the retrench-

Continued on Page 14

Citing Cost of Waste, Coalition Campaigns For Investment in Energy-Efficient Schools

By Peter Schmidt

Inspired by a report estimating that public schools waste $1.85 billion in energy costs each year, a loose coalition of education groups, businesses, and federal agencies has undertaken a campaign to urge school leaders to invest in making their buildings more energy-efficient.

The campaign's message appears to run against the current, its leaders acknowledge, because many school districts are responding to recession-driven budget pressures by postponing the very types of capital-improvement projects the coalition is calling for.

"Our studies show that the biggest reason people say they are not doing energy work is a lack of funds," said Shirley J. Hansen, an energy consultant who has had a central role in mounting the campaign.

The effort is aiming to drive home the point that, by failing to invest in energy efficiency, schools watch their money go out the window or up the smokestack—and thus suffer more financially in the long run.

Moreover, the campaign's leaders say, new methods of paying for energy-saving measures, as well as pending changes in federal policy, may make it much easier for schools to finance needed building improvements.

The ultimate payoff, they stress, lies in freeing up money for such purposes as teacher salaries and classroom supplies.

"The energy savings," Ms. Hansen said, "become a vehicle to do some of the other things that the district wants to do."

The energy-efficiency campaign grows

Continued on Page 12

For-Profit Firm Hired To Manage Schools in Duluth

Company Will Provide Interim Superintendent

By Peter Schmidt

The Duluth, Minn., school board last week entered into an unprecedented agreement with a for-profit school-management firm to provide the district with an interim superintendent of schools.

At the same time, officials of Education Alternatives Inc. said in interviews last week that the publicly held, Minneapolis-based firm may be on the verge of assuming responsibility for the operations of several districts around the country.

In Duluth, the school board contracted with the firm to name an employee of Education Alternatives as the district's superintendent.

The four-month, $40,000 contract also stipulates that the firm conduct a search for a permanent superintendent and study the possibility of running the district itself on a long-term basis.

Michael P. Maxim, the president of the Duluth school board, said the board's arrangement with Education Alternatives is "a fortuitous situation for both of us."

It not only lets the firm enter a new market, he noted, but the district is provided with experienced leadership during difficult times.

"We'll see whether all of this works out after we've had some crises," Mr. Maxim said. "It is still very much a honeymoon period."

David A. Bennett, the president of Education Alternatives, said last week that his

Continued on Page 18

Also in the news

SOLAR SYSTEM

G. Steve Jordan

5 **Measuring Success**
Foundations increasingly are concerned with finding effective ways to gauge the success of education grants.

IN SUMMARY

More NCATE Defections
The four largest universities in Iowa created a stir last week when they announced they were removing their teacher-preparation programs from the national accreditation process. **Page 4.**

Power to the Schools
The Detroit Board of Education is weighing a plan that would "empower" individual schools to exercise an extraordinary degree of control over their own operations. **Page 5.**

Rewarding 'Quality'
A growing number of states are creating awards that encourage schools, government agencies, and industries to pursue quality-management techniques. **Page 8.**

A New Vision?
Five school districts committed to a set of common principles have agreed to work to focus more clearly on students as consumers of their services. **Page 10.**

One Battle Won
Passage of a law in New Mexico marks a victory for the national teachers' unions in their decade-long battle to see collective-bargaining laws in every state. **Page 19.**

Governing Board Rebuke
The General Accounting Office has issued a stinging rebuke to the National Assessment Governing Board over its effort to set standards for student performance. **Page 23.**

Capital Update	**25**
Commentary	**26 and 36**
Early Years	**11**
Events	**29**
Federal File	**23**
Focus On: Curriculum	**6**
Grants	**29**
Legislative Update	**22**
Letters	**28**
Marketplace	**30**
Private Schools	**9**
State Journal	**19**
Testing	**10**

CONVENTIONS IN PRINT
A special pulout guide to the annual convention of the Association for Supervision and Curriculum Development.
Begins opposite Page 18.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 26.

ACROSS THE NATION

NATIONAL

Surgeon General Calls for Ban On 'Old Joe' Cigarette Ads

U.S. Surgeon General Antonia Novello and the American Medical Association last week jointly demanded that the R.J. Reynolds Tobacco Company stop using a controversial cartoon camel in its advertisements for Camel cigarettes because they say the character specifically appeals to children.

Dr. Novello said the "Old Joe" character that appears in the advertisements is designed to persuade young people to start smoking and has a special appeal among young children. She cited as evidence a study that appeared in the *Journal of the American Medical Association* in December that found that 6-year-olds were as familiar with the Old Joe character as they were with Mickey Mouse.

"In years past, R.J. Reynolds would have had us walk a mile for a Camel," she said, referring to an old ad campaign slogan. "Today, it's time that we invite 'Old Joe' Camel to take a hike."

However, Dr. Novello does not have the power to order the company to stop using the cartoon camel.

The company's campaign also was criticized in an editorial in the industry trade journal *Advertising Age* in January.

Officials at R.J. Reynolds said they had no plans to change the advertising campaign. "We reject the notion that advertising leads to initiation of smoking," a statement released by the company said. ■

STATES

Judge Overturns Dues Exemption For Religious Groups in Montana

A state judge has overturned a Montana law that allows teachers and other union members to withhold dues if they belong to religious groups opposed to organized labor.

The ruling came in the case of a Helena teacher who sued seeking to have the law expanded to cover church positions on abortion rights and other issues.

The teacher, Barbara Wolfe, refused to pay dues to the Helena Education Association, an affiliate of the National Education Association, because of the national union's support for abortion rights and birth control.

Ms. Wolfe, a Roman Catholic, said her church's teaching against abortion and birth control meant that she could not in good conscience contribute to the union.

She asked a state judge to rule that the labor law covered her refusal.

However, Judge Dorothy McCarter held that the state law favored members of organized religions over those with personal religious beliefs because its language applied only to members of "a bona-fide religious sect."

"By granting a benefit to members of organized religion that is denied to persons with personal religious beliefs, the statute grants a denominational preference and thereby violates the Establishment Clause of the First Amendment;" the judge wrote. She also refused Ms. Wolfe's request to extend the law to personal religious beliefs.

■ **In the wake of a local school district's violation of state law, the Minnesota Department of Education and the Minnesota High School League will establish a task force to determine if and how districts are complying with the law that requires them to provide equal athletic opportunities to boys and girls.**

The education department this month ruled that the Rosemont-Apple Valley-Eagan District 196 had offered more sporting activities for boys and spent more money on them.

The action stemmed from complaints by parents that schools in five districts offered ice hockey, but failed to offer ringette, a comparable winter sport for girls.

While four of the districts added ringette to their roster of activities, Rosemont did not, according to James Sauter, deputy state commissioner of education. Since then, Mr. Sauter said, Rosemont has set aside $50,000 to comply with the state's ruling.

After surveying the districts, the task force will address ways to rectify inequalities and, if necessary, ask the state school board to clarify regulations that may be vague, Mr. Sauter said.

■ **The New York Department of Education has announced a $1-million settlement of a dispute with the largest non-degree-granting proprietary school in the state over its admissions standards and educational programs.**

State Commissioner of Education Thomas Sobol said last week that SCS Business and Technical Institute, which serves some 4,000 students at five New York City locations, had agreed to pay the fine into the Statewide Tuition Reimbursement Fund. The fund provides refunds to students who never complete their training at proprietary schools because of serious violations of laws and rules governing those schools.

The settlement also requires the firm to pay for consultants chosen by the department to ensure that the institute will comply with regulations. The department will also provide training for institute staff-members, approve all advertising by the firm, schedule regular meetings to ensure compliance, and mandate increased reporting requirements, state officials said.

The settlement follows an investigation of the institute for alleged recruitment and admissions violations.

■ **A federal grand jury in Grand Rapids, Mich., is investigating whether some state education-department staff members misspent federal grants on overseas travel**, department officials said last week.

Robert G. Harris, a spokesman for the department, said last week that the grand jury had subpoenaed several of the agency's staff members to testify about the use of federal grants awarded under the Education for Economic Security Act to fund foreign travel.

Last fall, the state agency was ordered to pay back $202,000 in federal grant money earmarked for higher-education institutions after auditors learned that the money was used to pay for trips by several state lawmakers and school-board members to Europe and Japan.

The agency has appealed the ruling, asserting that it has been caught up in a dispute over federal spending guidelines. ■

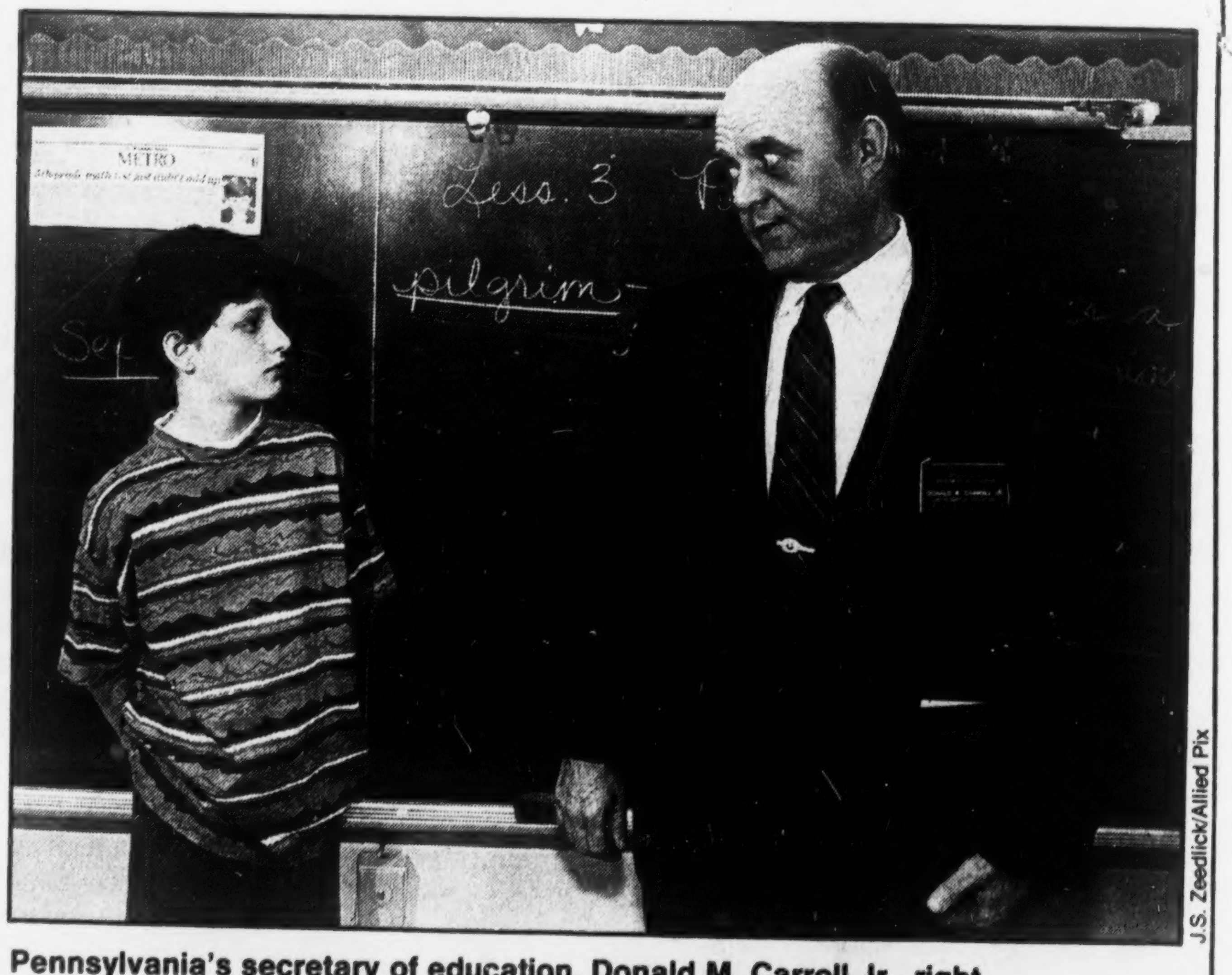
DISTRICTS

Arizona Jury Awards $850,000 In Death of Football Player

A Maricopa County Superior Court jury this month awarded the mother of an Arizona high-school sophomore who died of heat-related injuries during a football practice $850,000 in damages.

Bernice Reed-Davis charged the Paradise Valley school district with the wrongful death of her son, 14-year-old Abdul S. Reed. The student collapsed during a two-hour workout in full uniform on Sept. 2, 1988, his first day of football practice at Shadow

None of the Above



J.S. Zeedlick/Allied Pix

Pennsylvania's secretary of education, Donald M. Carroll Jr., right, praises Justin Dubs, a 5th grader at Hillside Elementary School in New Cumberland, Pa., for finding a mistake on the state's standardized mathematics test. The 10-year-old was the only one of tens of thousands of Pennsylvania 5th graders to notice a typographical error that made all of the answers supplied on the multiple-choice test incorrect.

Mountain High School. An autopsy revealed that the cause of death was dehydration and elevated body temperature.

In 1989, the Paradise Valley district altered its policies governing outdoor athletic practices by mandating water breaks, screening weather conditions, and distributing informational pamphlets on heat-related sports injuries to students and parents.

Joseph Dunn, a lawyer representing Ms. Reed-Davis, hopes the verdict will make more coaches and administrators aware of the threat of heat-related illness and death. "If anyone had used common sense, that boy would still be alive," Mr. Dunn said.

He added that Ms. Reed-Davis expressed interest in using some of the award to create a sports-medicine fund to educate coaches and others about heat illness.

■ **A high-school junior attending an all-girls' Catholic school outside her public-school district's limits has no right to free bus transportation**, Massachusetts' highest court has ruled.

The girl, Joanna Fedele, argued in a lawsuit that she was entitled to the same transportation provided to boys who attend an all-male Catholic high school within the Westwood school district.

The district provides free bus transportation to students attending public or private schools within the town limits if they live more than one and a half miles from school.

The young woman attends Ursuline Academy, in the neighboring town of Dedham. She asked to be provided with bus transportation to Xaverian High School, the all-boys' school in Westwood, where she could get transportation to Ursuline.

The district's refusal to provide such transportation constituted sexual and religious discrimination, she contended.

In its March 2 opinion, the Supreme Judicial Court of Massachusetts upheld the school district, saying officials based the policy on geographic boundaries and did not discriminate against the student based on her sex or religion.

■ **Vandals broke into and defaced an Orthodox Jewish day school in North Hollywood, Calif., earlier this month, painting and drawing swastikas, Ku Klux Klan symbols, and obscenities on several interior walls.**

Officials at the boys' campus of the private Valley Torah High School also reported that a computer, a printer, and an electric typewriter were stolen, said its principal, Rabbi Avrohom Stulberger. In addition, the intruders threw papers on the floor and ransacked files, he said.

The damage, done between 5 P.M. March 6 and the morning of March 7, was confined to four offices and a hallway in the one-story school, Rabbi Stulberger said.

The 9-12 school, with 120 boys and 75 girls at another site, was not occupied at the time of the break-in, he said.

Police had no suspects last week, but, Rabbi Stulberger said, gang activity, crime, and violence are on the rise in the area.

Sunday classes were held as usual after the incident, and the students that day helped paint over the graffiti, the rabbi said.

■ **District of Columbia teachers will receive an 11 percent pay raise over the next two years under a tentative contract agreement reached between the Washington Teachers Union and the city's board of education.**

The agreement also would extend the students' school day 30 minutes by cutting teachers' preparation time in half.

The union had protested its lack of a contract by imposing a work-to-the-rule policy, with participating teachers refusing to perform any duties not specifically detailed in their old contract.

Under the proposed new contract, teachers will receive a 6.5 percent raise this year, retroactive to Oct. 1, and a 4.5 percent increase next school year. Union leaders had complained that teachers in the district were being paid less than their suburban counterparts.

The contract still must be ratified by the union's membership and approved by the school board.

■ **A plan to send 22 public-school students from Portsmouth, Va., to a private academy has been canceled after school officials were unable to raise enough money to pay the children's tuition.**

Under the plan, Portsmouth students could have applied to attend the Cape Henry Collegiate School, located about 10 miles from Portsmouth in Virginia Beach. Cape Henry would have discounted its $6,500 tuition for the public-school students, and the public schools would have provided transportation. But Superintendent Richard Trumble of Portsmouth failed to secure the $165,000 in foundation funding needed to foot the bill.

The plan, which has been called Virginia's first serious attempt at promoting school choice, attracted widespread criticism from opponents who said it could undermine and resegregate the city's public schools.

Mr. Trumble has no immediate plans to revive the proposal, but he said he "remains committed to the concept."

■ **Houston school-board members have approved the creation of a free, all-day elementary summer-school program.**

The program, based in part on a pilot effort, is touted as an extension of the 180-day school year, and will be available to all elementary-school students. Classes will be held from 7:30 A.M. to 2:00 P.M. from June 10 through July 16.

Summer courses will emphasize reading, writing, mathematics, and preparation for the Texas Assessment of Academic Skills, a statewide test administered to 7th-graders.

Based on preliminary surveys and parent response, school officials estimate that 50,000 to 60,000 of the district's 100,000 elementary-age students will take part in the program.

Revenue from a 3-cent property-tax increase will be used to pay for the estimated $14-million cost of the program.

While the emphasis of the extension is improving student achievement, Superintendent Frank Petruzielo said the program also aims to provide "full-service schools." School-district planners and city officials are coordinating swimming lessons at municipal pools, after-hours day care, and other enrichment projects.

"When kids get there," Mr. Petruzielo said, "it won't be more of the same thing."

Teachers who work in the summer program will be paid $3,600 to $5,000 more a year. Instructors will also take part in a daily end-of-day group session to evaluate the program and students.

The Houston Federation of Teachers, the Houston Education Association, and the Congress of Houston Teachers have endorsed the plan. If the program is successful, school officials hope to expand it to middle and high schools.

■ **A committee of officials from the Minneapolis school district and eight neighboring suburban systems has proposed building three new magnet schools to draw a racially balanced student body from throughout their communities.**

The committee's tentative proposal calls for three pilot elementary schools enrolling up to 600 students each to be built downtown and in the northwest and southwest parts of the city, according to Lyle A. Baker, the director of grants and compliance for the Minneapolis district.

The committee has stipulated that the students and staff members must be in the schools voluntarily, and that all funding for the schools must come from the state. ■

DIMENSIONS

Planning 'New Schools'

California posted the largest number of teams submitting proposals in a national grant competition intended to help foster a new generation of "break the mold" American schools.

In all, almost 700 teams nationwide submitted ideas for developing new methods of teaching children and managing schools to the New American Schools Development Corporation, which will award the grants.

Teams from California entered 93 proposals in the competition, followed by 48 from New York State, 33 from New Jersey, 30 from Texas, and 27 from Colorado, according to figures released by NASDC this month. Only South Dakota had no proposals submitted.

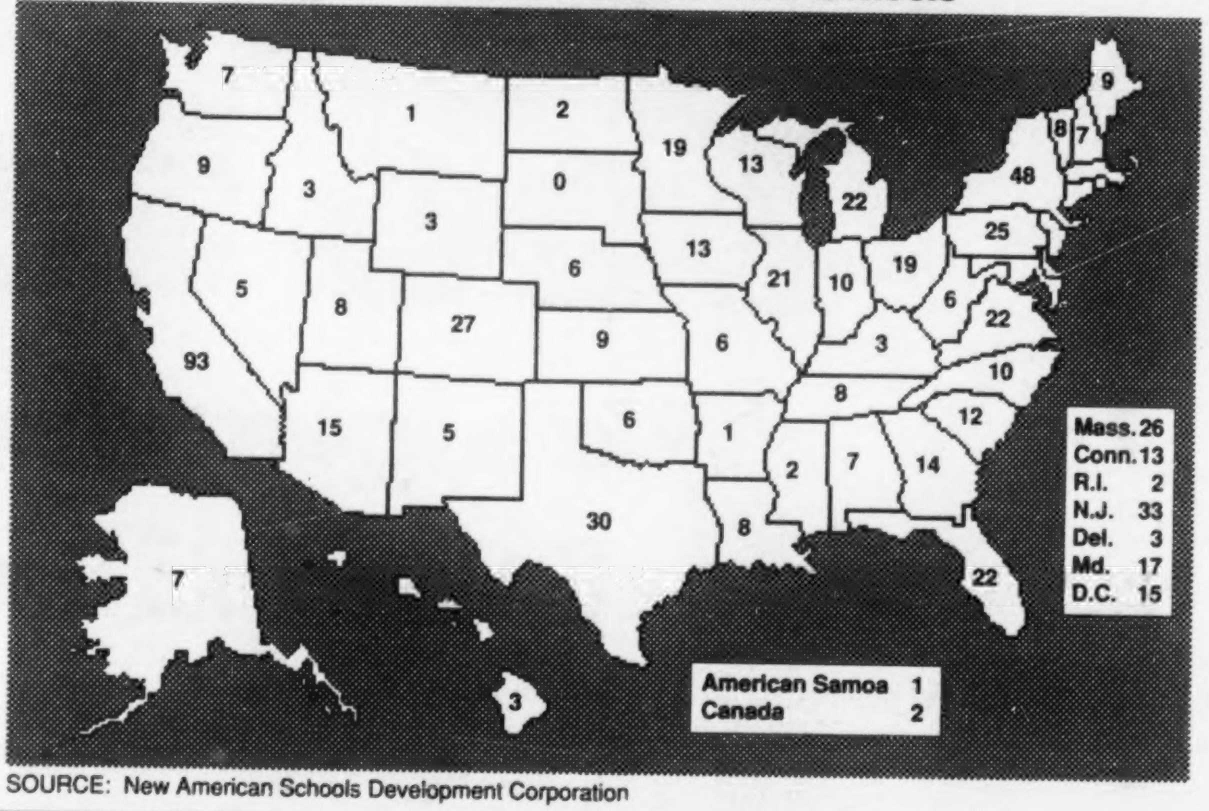
The teams include school districts, businesses, associations, colleges, and think tanks.

NASDC is a private, nonprofit corporation started by American business leaders last July, at the request of President Bush, to finance the design and implementation of schools that will help make the national education goals a reality.

By the end of May, the corporation will select as many as 30 teams to receive one-year contracts of up to $3 million each. Winners will use the money to further develop their plans.

About half of those teams will then win two-year grants to test their ideas, and a smaller number will be chosen to put their plans into action in local communities.

Geographic Distribution of Proposals Submitted for 'New American Schools'



SOURCE: New American Schools Development Corporation

PEOPLE

■ **Robert L. Maddox**, the executive director of Americans United for Separation of Church and State, has resigned effective April 1.

Mr. Maddox, a Southern Baptist minister who had led the organization for the past eight years, will become pastor of a Baptist congregation in Bethesda, Md.

During Mr. Maddox's tenure, the watchdog group disseminated information on church-state issues and filed lawsuits over the use of public funds in religiously affiliated schools.

Previously, the 54-year-old Mr. Maddox served as a speechwriter and liaison with religious organizations in the Carter Administration and as a pastor in Texas and Georgia.

The search for a successor has begun.

■ The San Francisco Board of Education last week named **Waldemar Rojas**, the head of special-education programs in the New York City school system, as its next superintendent.

Mr. Rojas, 46, will succeed Superintendent Ramon Cortines, who is retiring in June. The board selected the Brooklyn native after a five-hour meeting on March 10 that was supposed to narrow the field of candidates from four to two.

A school-district official said board members found they had a consensus on Mr. Rojas, so they voted to offer him a contract. The other finalists were Rudy Crew, the superintendent of the Sacramento, Calif., schools; Robert Ferrera, the superintendent in Minneapolis; and Joan Raymond, the superintendent in River Forest, Ill.

Some community activists were upset over the board's failure to select Mr. Crew, who is black. Mr. Rojas is of Puerto Rican descent.

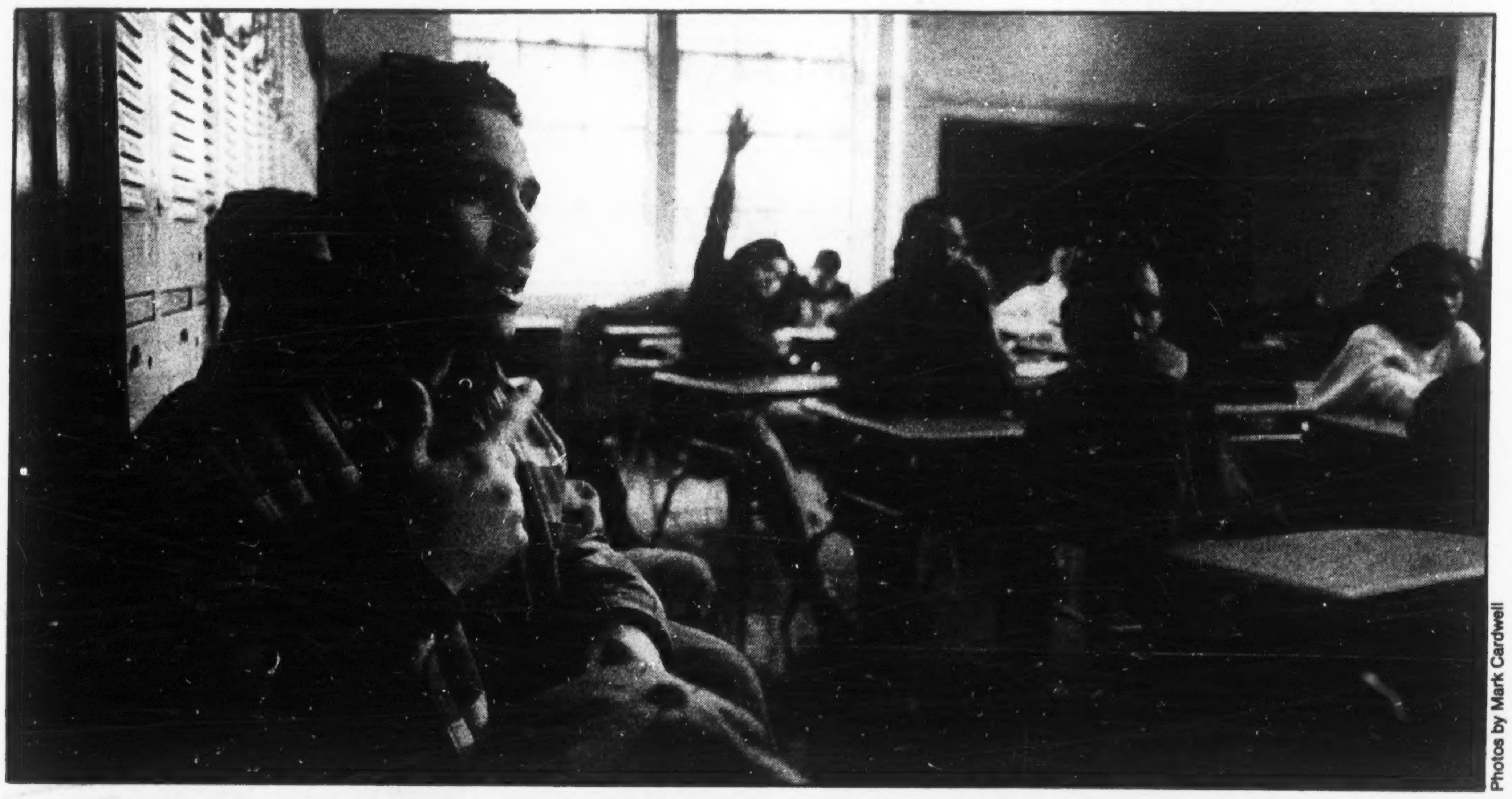
As head of special-education programs in New York City, Mr. Rojas oversees a program with twice the budget and enrollment of the entire San Francisco system, which enrolls 63,500 pupils. Mr. Rojas will earn about $120,000 a year. ■

Corrections

The Philanthropy column in the Feb. 19, 1992, issue incorrectly named which of Philadelphia Future's programs received a $250,000 grant from the Annenberg Foundation. The grant was awarded to the organization's high-school enrichment program.

Because of a printing error, the name of C. Reid Rundell, the acting president of the New American Schools Development Corporation, was incorrect in a caption in the March 11, 1992 issue.

The article on Total Quality Management in the March 11, 1992, issue contained a factual error. Of the 151 students at George Westinghouse Vocational and Technical High School who failed every single subject in January 1991, 97 were still in the building at the end of the next term. Of those, only 11 still failed every class.



Photos by Mark Cardwell

Melvin Delacruz, above, shares his ideas for the $7,500 in grants his class will distribute. "When you give," says Ayisha Oglivie, left, ". . . you gain more than the object . . . you gain emotional prosperity."

tion of what it is to be a grantmaker, how to analyze needs well . . . and [that they will] widen their horizons in terms of community growth and community revitalization."

The students at George Washington "are so used to being on the receiving end" of philanthropists' benevolence, says Linda Frank, a consultant hired by Surdna to develop the program and to act as a liaison between the foundation and the three schools. The philanthropy class, she says, will give them an opportunity to reverse roles and play the part of benefactor.

Perhaps the course's greatest strength, according to the class's teacher at George Washington, Dana Willens, is that it asks students for their ideas—"the ultimate sign of respect in the adult community"—and then lets them control the money and the resources needed to implement them.

They Don't 'Know What 'No' Means'

In a recent class session at George Washington, students identified a broad range of social issues that concerned them: homelessness, drugs, the dropout rate, teenage pregnancy, the need for positive role models for minority youths, environmental issues and recycling, sexual assault, and domestic violence.

To the students, these issues are far from abstract. The social problems they grapple with, Ms. Willens explains, are a visible part of daily life in their community.

As one student observes with frustration, it is difficult to escape the social ills that surround him and his classmates.

"I'm tired of all the [drug] traffic that's on my block; it's almost like a drive-up window," Jacob Ullah says. "I can't handle being in that environment [and then] having to go home and do homework."

But, for the most part, the students remain enthusiastic and seemingly undaunted by the challenges that lie ahead. Among the assets the students offer to the project are "a great deal of imagination and energy," according to Mr. Skloot, and "a real inability to know what the word 'no' means."

Already, the course seems to be having an impact on the students' visions of themselves and their community.

With a voice reflecting concern and responsibility, Michele Cabrera observes: "When we were little, our parents helped us out, and society helped us out; now it's our turn to help our brothers and sisters."

Ayisha Oglivie, the president of the student government at George Washington, muses on what the return on their investment of time and money will be. "When you give, you gain a lot," she says. "You gain more than the object, you gain the pride in knowing you helped someone out, you gain emotional prosperity."

Martha B. Graham, the assistant vice president for corporate social policy at Chemical Bank, recently visited the class to discuss Chemical's grantmaking policies. Eight years ago, Chemical "adopted" George Washington High School through a school-business partnership program.

At the time of her visit, two days after a classmate fatally shot two students at New York's Thomas Jefferson High School, Ms. Graham says she was feeling profoundly depressed "about how society treats its kids and how hopeless their lives seem."

But she adds that she left the school feeling uplifted by the students in Ms. Willens's class. "They were so positive, and they are so hopeful," she says. "They seem to have such unlimited possibilities that it was really like making the sun come out on a very gloomy day."

Reflecting on what it means to be a philanthropist, Franklin Fernandez comments, "Nowadays, people don't want to do nothing unless they get paid money."

"But," the student continues, "when you help somebody and see the smile on their faces, you did something that gives you a feeling of joy that sometimes not even money can compare to." ■

6th grader to pick up a whopping 605-page text. . . . I guess, to my mind, a quality text is one that has depth as well as breadth. If longer necessarily meant more in-depth treatment of subjects, then longer texts would not necessarily be bad, but there is still brief and shallow treatment—"mentioning," as it's called—in a number of areas.

There is one caveat there, and that is we only looked at the texts themselves, and so much is dependent on what the teacher brings. . . . As a reference book, there is nothing wrong with 605 pages, but if students are being asked to read it from cover to cover, it doesn't leave a lot of leeway for other important social-studies concerns, such as community involvement or current events.

Q. Did you find more history in general?

A. In 2nd grade, it's still primarily the community approach. . . . [At other levels, one program] more explicitly defines history and gives a brief overview of American history from the Native Americans to the Oregon trail. [Another program] goes to elaboration of the Spanish-English colonization of the United States.

I think generally we see more history and more geography, which is certainly what the California framework, the Committee on Geography Education, and the Bradley Commission [on History in Schools] are all calling for, and I think we can see that influence.

Q. What is the most significant change you found in the books?

A. I think the one that bears greater investigation is the organization of texts themselves. In all of the discussion about choice of content . . . I think not enough attention has been paid to how texts are organized so that they're user-friendly.

We don't know this, but we suspect that organizing around powerful themes and using a single text structure and organizing content so that readers aren't asked to make quantum leaps across time and space may be more helpful for them in learning the material. Then, as as they go on to high school, if they have a framework that they can hang additional new information on, it might encourage comprehension, retention, and evaluation. . . .

For example, in [one 6th-grade] program . . . they lay out a chronological framework, but all areas of the world are covered at the same time. It's like the "Circa 1492" exhibit at the Smithsonian Institution, where we see at the same times what is happening in Europe and Asia.

Q. Where are textbooks most in need of improvement?

A. I think in the honest treatment of important controversial issues. For example, we mentioned in the paper that global issues, such as the environment, international trade, and cooperation, are treated. But issues such as world hunger, nuclear power, population growth, the scarcity of nonrenewable resources—they're discussed economically, but the political and moral issues are undertreated. ■

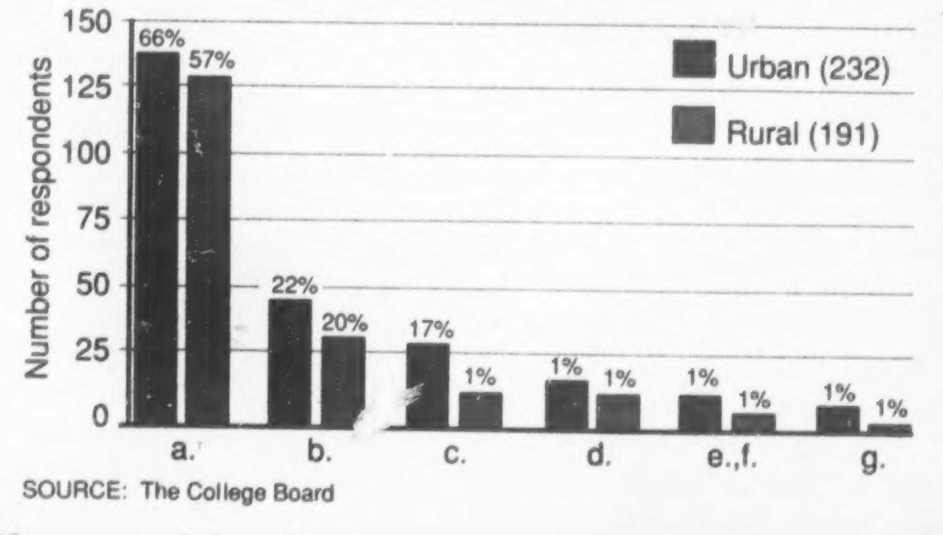
DIMENSIONS

Access to Calculators

Despite fears that a growing reliance on calculators on mathematics tests might place low-income and minority students at a disadvantage, the overwhelming majority of students in urban and rural schools have access to and are able to use the tools, a survey by the College Board has found.

Approximately what percentage of the college-bound students in your schools own, or have regular access to a calculator?

a. More than 90 percent of the students
b. 90 to 76 percent of the students
c. 75 to 51 percent of the students
d. 50 to 26 percent of the students
e. 25 to 10 percent of the students
f. Less than 10 percent of the students
g. I cannot judge



SOURCE: The College Board

Officials in some 80 percent of the schools surveyed said that 75 percent of their college-bound students own or have access to calculators, the survey found. In addition, they said, 90 percent of such students can use calculators to perform the four basic arithmetic operations.

More information is available by writing: Calculator Survey, the College Board, 45 Columbus Ave., New York, N.Y. 10023.

Ph.D.
For the Active Professional!

Complete your DOCTORATE in a self-paced, personalized program without interrupting current work patterns.
- Earn your **Ph.D**. in the fields of Human Services, Education, Administration/Management, Health Services, or an **Ed.D**. in your field of specialization.
- Address significant issues in conjunction with your professional responsibilities.
- Work with nationally recognized faculty toward your doctorate.
- Accredited by North Central Association of Colleges and Schools.
- Prerequisite: Masters or equivalent

Call toll free
1-800-444-6795

WALDEN
UNIVERSITY

☑ **Yes, Please send a catalog**

NAME ____________
____
ADDRESS ____________
____
CITY ____________
STATE ____________
ZIP ____________
PHONE (   ) ____________
____

Mail to:
Walden University
Process center
801 Anchor Rd. Drive,
Naples, FL 33940
E

415 First Ave. N., Minneapolis, MN 55401 • 801 Anchor Rd. Drive, Naples, FL 33940

NEH-Reader's Digest
Teacher-Scholar Program For Elementary and Secondary School Teachers

Application Deadline: May 1, 1992

Grants available for full-time independent study in history, literature, foreign languages, and other humanities disciplines during the 1993-94 academic year. Full-time elementary and secondary school teachers are eligible to apply. For application materials, call or write:

NEH/Reader's Digest Teacher-Scholar Program
Room 302-EW
1100 Pennsylvania Avenue, N.W.
Washington, D.C. 20506
(202) 786-0377

Total Quality Management
for
Effective Schools

a conference sponsored by
Lawrence W. Lezotte

Equity
School-Based Management
EFFECTIVE SCHOOLS
Applied Technology
Effective Instruction

Featuring:

Lawrence W. Lezotte
Norman Bell • Nancy Bishop • Bill Blokker
Robert Eaker • Robert Fortenberry
Barbara Jacoby • James Lewis
Gerrita Postlewait • Robert Sudlow

$485/single • $435 each/teams of 3 or more
June 23-26, 1992 • Lansing, Michigan

For registration materials, please contact:
Effective Schools Products, Ltd.
Department W • P.O. Box 476 • Okemos • MI • 48805
PHONE: 1-800-827-8041 • FAX: (517) 349-8852

Citing Cost of Waste, Coalition Pushes To Make Schools More Energy-Efficient

Continued from Page 1

out of a report by the American Association of School Administrators, entitled "Schoolhouse in the Red," on the deteriorating condition of the nation's educational facilities. The organization plans to distribute copies of the study this month to school officials around the country.

The report, summaries of which were released in November, concluded that public schools could trim 25 percent of their $7.4-billion total annual energy budget through more energy-efficient operations, prompter maintenance, and a variety of improvements in buildings and equipment. *(See Education Week, Nov. 27, 1991.)*

The report "was an eye opener," said Frank M. Stewart, who deals with school energy issues as the deputy assistant secretary for technical and financial assistance in the U.S. Department of Energy's office of conservation.

"It was the kind of thing you know, but you don't pay attention to until somebody slaps you in the face with it," Mr. Stewart said.

Costs and Air Quality

The documentation compiled by the A.A.S.A. study comes as several developments have put school officials under renewed pressure to make their buildings more energy-efficient.

The squeeze on school funding caused by the recession, while prompting many districts to defer building improvements, has underlined the necessity of making every budget dollar count.

Coinciding with the recession, the cost of providing energy to the nation's schools has increased by 18 percent—to about $160 per student—over the past two years, according to Ms. Hansen.

Despite recent declines in the price of natural gas, which provides about 60 percent of the energy consumed by public schools, significant cost savings have not yet been passed along to districts, energy experts say.

Districts also have been under pressure to make their schools more energy-efficient because of the trends toward operating schools year-round and keeping them open longer hours to provide more services to students and the community.

Some districts also are re-examining how they ventilate, heat, and cool their buildings out of fear that they will be sued over poor indoor-air quality.

The A.A.S.A. study maintains that the best defense districts have against lawsuits over air quality is compliance with air-quality standards issued in 1989 by the American Society of Heating, Refrigerating, and Air Conditioning Engineers.

But an Energy Department study suggests that circulating enough air in schools to comply with these standards could cause the total amount of energy consumed by public school systems to increase by 20 percent.

The best way to avoid such cost-increases, the A.A.S.A. report suggests, may be to make building improvements that address energy efficiency and air circulation at the same time.

Heating systems account for the bulk of school buildings' energy consumption. In addition to natural gas, schools rely heavily on electricity, propane, and oil for generating heat.

Meeting Lists Recommendations

Following the release of the A.A.S.A. report summaries, more than two dozen officials from federal agencies, education organizations, utility companies, and other businesses met in Washington in January to discuss the findings and develop recommendations for addressing the issues raised.

Among those meeting were representatives from the American Federation of Teachers, the Council of the Great City Schools, the National Education Association, and the National Governors' Association.

The participants agreed on a list of eight recommendations for improving the nation's educational infrastructure.

> *"It was the kind of thing you know, but you don't pay attention to until somebody slaps you in the face with it."*
>
> – Frank M. Stewart

Although some of the recommendations did not deal directly with energy use, all of them addressed the need to keep school buildings well-maintained and appeared likely to contribute to energy efficiency if adopted.

The list of recommendations said that school officials should be widely informed of the links between inefficient energy use, deferred maintenance, and indoor-air problems. It called on educators to view potential savings in energy costs as an incentive to take care of deferred maintenance.

The consensus statement also urged education associations and government agencies to help schools more effectively use both traditional and nontraditional means of financing energy conservation.

'Performance Contracting'

The recommendations emerging from the conference especially urged that schools be helped to use assistance from utilities and a financing practice known as "performance contracting."

Under performance contracting, outside contractors agree to make energy-efficiency improvements to a school building in exchange for a share of the school's future energy savings.

Some participants in the conference noted that the "Schoolhouse in the Red" study was funded by Honeywell Inc., a company that does performance contracting, and they expressed fears that the company's desire for profits may have had some influence on the content of the report or the recommendations submitted to the conference.

"The process made me feel funny. It was not an ordinary meeting," said one participant, who asked not be named. This participant complained that the conference seemed "very packaged," and said that participants were videotaped and asked to write down "quotable quotes."

But even participants who expressed reservations said most of the concerns raised at the conference seemed valid. And many other conference-goers said they had no reservations about the gathering at all and expressed confidence in the fairness and accuracy on energy issues of Honeywell and of Ms. Hansen, the consultant who has been working on the energy campaign with the A.A.S.A.

"In no way do I feel anything was manipulated. The information is well-founded and the concerns expressed are very appropriate," said Richard W. Hobbs, who was invited to attend the January meeting as the vice president of a group within the American Institute of Architects that deals with school design.

Mr. Hobbs said the architects' organization would be taking steps to better educate its 55,000 members on energy-efficient design and would ask them to subscribe to a new "code of ethics" promoting energy efficiency in all buildings, including schools.

Tony J. Wall, the executive director of the Council of Educational Facility Planners International, said his organization followed up on the conference by encouraging its members to look into using performance contracting as a means of financing improved energy management in schools.

'Backs Against the Wall'

The A.A.S.A. study found that school administrators expect in the next few years to rely significantly less on all of their sources of energy-related financing, suggesting a high level of uncertainty about the prospects for needed improvements.

"A lot of us have our backs against the wall trying to find dollars in our current budgets to do any facility renovation," said Doyle Lehman, who participated in the A.A.S.A. conference as the superintendent of the South Adams School District in Indiana.

An estimated 40 percent of districts surveyed by the A.A.S.A. use maintenance budgets as their prime source of funds to pay utility bills that exceed budgeted amounts. Many fall into a vicious circle as their poorly maintained buildings use energy less efficiently and drive up their utility costs even more, A.A.S.A. officials say.

In the past, many states have been able to use federal grants to finance energy-conservation measures undertaken by schools. Often, such grants have been financed with money that oil companies paid to the federal government as restitution for overcharging customers. Those funds appear to be drying up as restitutions are paid off, experts say.

"We have a whole lot less money than we have been using for the last six years or so available" for school energy programs, said Frank Bishop, the executive director of the National Association of State Energy Officials.

Help Under New Federal Rule?

But the outlook appears to be brightening for new energy-related financial help for schools.

Mr. Bishop predicted that the recommendations in the A.A.S.A. report

Continued on Following Page

Effectiveness of Energy-Conservation Measures in Schools

Category	Number of Measures[1]	Total Cost[1] (in millions)	Annual Savings: Energy[1] (BTU's, in trillions)	Annual Savings: Cost[1] (in millions)	Payback (in years)
Controls	9,079	$96.4	7.4	$47.6	2.0
Ventilation	4,138	25.4	1.3	6.5	3.9
Heating	5,261	56.9	2.6	15.6	3.6
HVAC[2]	356	6.2	0.2	1.4	4.4
Cooling	364	9.1	0.4	1.9	4.8
Lighting	7,566	41.5	1.6	10.2	4.1
Building Envelope	10,481	129.4	2.5	14.8	8.7
Other	1,726	38.8	1.0	7.4	5.2

[1] Institutional Conservation Program ECM grant cycles I through VIII

[2] Heating, ventilating, and air conditioning

SOURCE: Argonne National Laboratory

Cost Effectiveness of Conservation Measures: Perception vs. Reality

Administrators' Perceptions: All	Administrators' Perceptions: Large Districts	Actual
1. Heating	1. Controls	1. Controls
2. Controls	2. Heating	2. Heating
2. Building envelope	3. Lighting	3. Ventilation
3. Elec./Lighting	4. Cooling	4. Lighting
4. Fuel conversion	5. Building envelope	5. HVAC[1]
5. Cooling	6. Fuel conversion	6. Cooling
6. Domestic hot water	7. Ventilation	7. Building envelope

[1] Heating, ventilating, and air conditioning

SOURCE: American Association of School Administrators

Continued from Preceding Page

"will be easier to realize" if the Energy Department implements proposed changes in its Institutional Conservation Program, which financially assists public schools and other entities in paying for energy improvements.

The proposed new regulations, published in the Jan. 6 *Federal Register*, reflect changes to the conservation program legislated by the State Energy Efficiency Programs Improvement Act of 1990, for which Mr. Bishop's organization lobbied.

The rule changes, Mr. Bishop and other experts say, could for the first time make the competitive federal grants available to school districts even when they fund energy improvements through liens, performance contracting, and other financing mechanisms associated with debt. In the past, it has been difficult or impossible for districts using debt financing to qualify for the grants.

For the past decade, the Energy Department did not ask the Congress to fund the conservation program. This year, the agency has asked for $30 million, the amount that the Congress in the past has tended to appropriate without any Energy Department request.

Ms. Hansen predicted that school districts—22 percent of which now receive some sort of utility-sponsored assistance in conserving energy—also may be getting more help from utility companies, largely as a result of the Clean Air Act passed in 1990.

The act puts utilities under pressure to encourage conservation, and "the schools make an awfully good public-relations customer for the utilities to help," Ms. Hansen said.

Pros and Cons of Contracting

Even without help from the government or utilities, many districts have begun finding ways to pay for energy improvements.

In the last four years, the proportion of school districts seeking to fund such efforts through performance contracting has almost doubled, the A.A.S.A. report notes, with nearly 20 percent of districts surveyed reporting that they had made at least some use of the contracts.

Performance contracts typically give districts 7 to 10 years to use energy savings to pay contractors for energy-conservation improvements in schools. The deals give contractors an incentive to teach school personnel to manage energy more efficiently, Ms. Hansen said, and often result in extra savings that, depending on the contract, can be paid to either the school or the contractor.

Jerry Frazier, the superintendent of the Bradley County School District in southeastern Tennessee, said his 16-campus district entered into a 10-year performance-contracting agreement with Honeywell because an outdated heating and cooling system was causing the district's utility bills to spiral upward.

It will be difficult for the district to come out on the losing end of the agreement, Mr. Frazier asserted, because the contract calls for Honeywell to pay the difference between the district's actual energy savings and the savings called for by the contract.

He added, however, that "obviously, if you are paying for a cooling system over 10 years, it is conceivable a certain amount of equipment would be worn out before you are done paying for it."

Some school officials maintain that performance contracting is not necessary.

Eugene R. Swanson, the superintendent of the Ellsworth Community School District in northern Wisconsin, said he had considered entering into a performance contract to bring in outside help with energy conservation. But he decided that "we are doing an adequate job with the personnel on hand."

Mr. Swanson said his district has been able to conserve energy and keep the cost savings for itself simply by having its maintenance staff do necessary repairs and training maintenance workers to operate buildings more efficiently.

Bill Duncan, the director of property services for the Burlington, Vt., schools, said his district has been able to save energy and money by investing about $250,000 in a computerized control system that monitors buildings and keeps them from wasting energy.

Iowa officials, meanwhile, report that several states have expressed interest in a program, established by the Iowa legislature in 1986, under which the state assists districts in entering into master-lease agreements to pay for energy-efficiency measures.

Catching Up

School officials who decide to make their buildings more energy-efficient may have a lot of catching up to do, experts in the field say. They note that school energy consumption is a lower-profile issue than in the 1970's, when skyrocketing oil prices brought a rash of conservation measures.

Few studies of school energy use have been released in the last decade. But "Schoolhouse in the Red" found that, since 1985, 25 percent of districts have not increased their efforts to conserve energy, and 4 percent have actually decreased such activities.

When administrators do spend money on making schools more energy-efficient, they often fail to spend the money wisely, the A.A.S.A. report concludes.

Most of those surveyed by the A.A.S.A., for example, viewed measures to keep buildings insulated and air-tight as highly cost-effective—which they are not, experts say, because of the high expenses involved.

At the same time, the report suggests, many administrators fail to realize the high pay-back offered by improvements in ventilation, which can help schools much more effectively distribute heated air.

The amount of energy that schools may unknowingly waste on certain facilities is suggested in an ongoing Energy Department study on what the nation spends heating and maintaining swimming pools and spas.

The preliminary results of a department study of the Denver metropolitan area show that the average school swimming pool there uses $10,200 in energy each year. According to the Energy Department, 40 percent to 80 percent of these costs could be saved by installing pool covers, solar panels, and humidity-control systems.

Although nationwide figures for schools are not yet available, institutional pools and spas as a whole appear to consume more than 4 percent of the energy used by the nation each year.

The purchase of pool covers, which keep heated water from escaping as vapor, can pay for itself in energy savings in less than a month if the covers are used nightly, according to the Energy Department.

"Energy efficiency is really an investment. It's not an expense," Ms. Hansen, the energy consultant, said. "To not spend it is to give that money away."

JOIN US
FOR
THE SECOND ANNUAL TEXAS STYLE CELEBRATION
FOR
DESIGNING PATTERNS FOR LEARNING

OUTCOMES DRIVEN
MULTICULTURAL
MASTERY LEARNING
LEADERSHIP
QUALITY SCHOOLS
LEARNING STYLES
STRATEGIC PLANNING
WRITING AS THINKING
ACCELERATED LEARNING

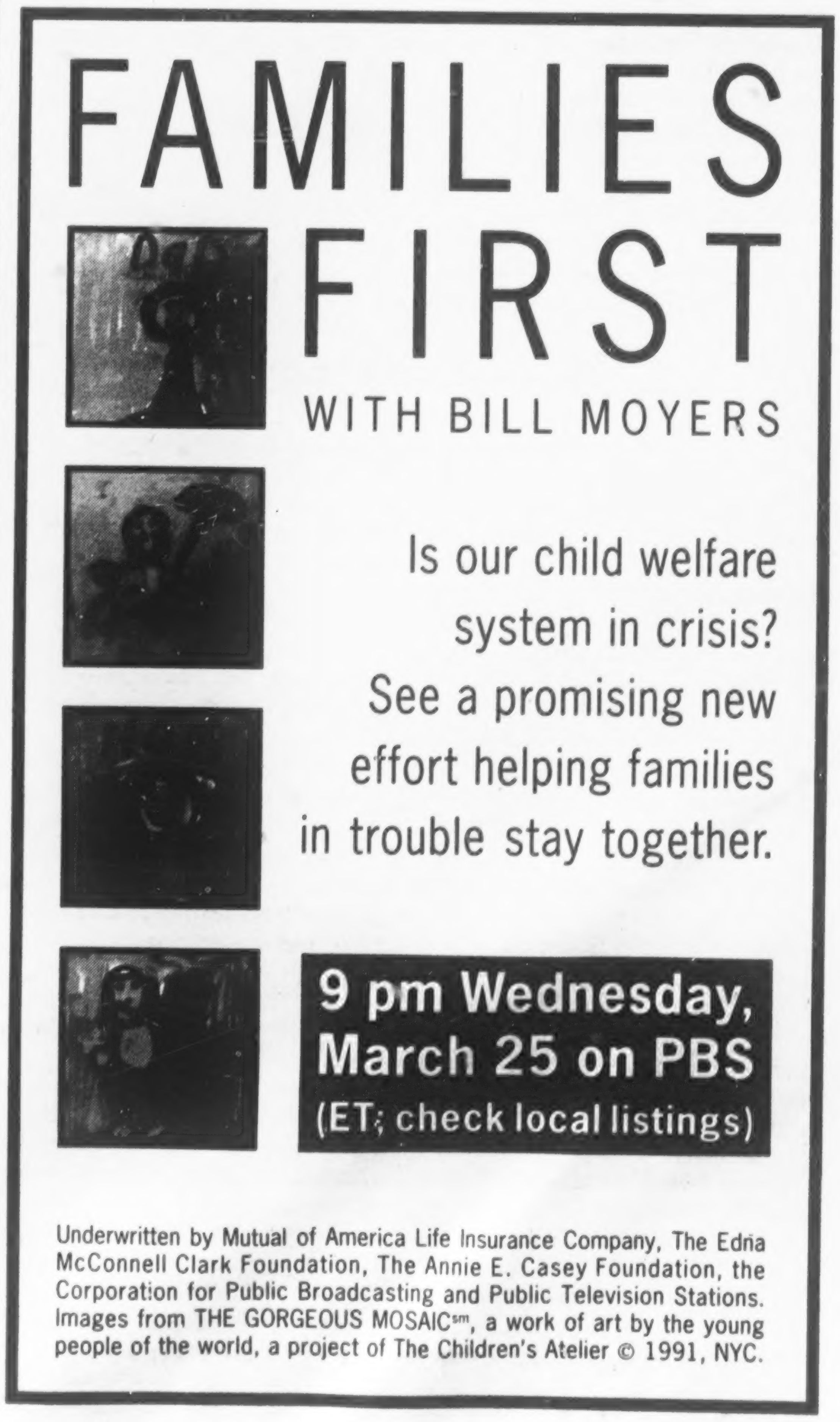
FEATURING
THOMAS GUSKEY, CHRISTI DAVIS, AL MAMARY, JIM BOYD,
KIT MARSHALL, BARBARA GARNER, LARRY ROWE
AND
OUTSTANDING TEACHERS IN THEIR FIELD

APRIL 24-25, 1992
AT
TEMPLE HIGH SCHOOL

REGISTRATION FEES:
$150 - EARLY REGISTRATION
$165 - LATE REGISTRATION
$125 - TEAM OF 5 OR MORE

FOR MORE INFORMATION CONTACT:
SUSAN HICKS
TEMPLE INDEPENDENT SCHOOL DISTRICT
200 NORTH 23RD STREET
TEMPLE, TEXAS 76504
(817) 778-6721 FAX (817) 771-2411

CHARTER MEMBER OF THE TEXAS NETWORK FOR OUTCOME-BASED SCHOOLS



FAMILIES FIRST
WITH BILL MOYERS

Is our child welfare
system in crisis?
See a promising new
effort helping families
in trouble stay together.

9 pm Wednesday,
March 25 on PBS
(ET; check local listings)

Underwritten by Mutual of America Life Insurance Company, The Edna McConnell Clark Foundation, The Annie E. Casey Foundation, the Corporation for Public Broadcasting and Public Television Stations. Images from THE GORGEOUS MOSAIC℠, a work of art by the young people of the world, a project of The Children's Atelier © 1991, NYC.

R4800-2

This Week's Forum: Pages 36 and 37

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 27 · March 25, 1992

© 1992 Editorial Projects in Education / $3.00

Improvement Plan For Chapter 1 Seen Needing Overhaul

Achievement Standards Are Too Low, Many Say

By Julie A. Miller

WASHINGTON—As the Chapter 1 "program improvement" initiative enters its third year, many observers have concluded that the controversial program is not working as intended. Educators, researchers, and advocates familiar with Chapter 1 agree that lawmakers should retain the accountability concept when the Congress reassesses Chapter 1 next year, but that the improvement process needs a substantial overhaul.

"I'm not prepared to say it's a failure," said Cynthia Brown, the director of the resource center on educational equity at the Council of Chief State School Officers and a key member of a Chapter 1 study commission established by the council.

"The idea is right—we need accountability based on student outcomes," she said. "But there are big problems with how it's implemented and particularly with the assessment system."

The program-improvement initiative, created when Chapter 1 was reauthorized in 1988, requires schools to enter into a formal improvement process if their Chapter 1 students do not meet minimum achievement standards. State officials are authorized to intervene if improvement does not occur after a year of improvement efforts.

Observers agree that the process has served as a catalyst for change in many schools, as educators have been forced to evaluate their Chapter 1 programs for the first time in the remedial program's more than quarter-century history.

The problem, observers say, is that the minimum standards are sufficiently low and the rules sufficiently lenient that many schools whose students do not perform at acceptable levels can slip through the process without making substantial changes.

Continued on Page 32

Scott Humbert

Carol A. Beck has set up "grieving rooms" for her students and staff "to bring the grief and the reality to the surface so they can begin to heal themselves."

'This Has To Stop'

Coping in the Middle Of a War Zone At Jefferson High

By Ellen Flax

NEW YORK CITY—For a principal who lost five of her students to violent deaths in a single week last month, Carol A. Beck is a decided optimist.

Ms. Beck is the principal of Thomas Jefferson High School in Brooklyn, which became a national symbol of growing in-school violence when two students were fatally shot in its corridors last month. But instead of dwelling on the tragedy, Ms. Beck has begun to focus on her next project: creating a garden out of a garbage-strewn lot that adjoins the school.

The garden, which Ms. Beck plans to

Continued on Page 22

Legislation To Create National System Of Standards, Assessments Under Fire

By Julie A. Miller

WASHINGTON—Lawmakers leery of the idea of creating a national assessment system apparently have enough support to make major changes in pending legislation that could jeopardize the enterprise.

In the past few weeks, members of the House Education and Labor Committee have been engaged in a spirited debate over proposals to launch such a system.

"There would be some changes that would make the whole deal fall apart," Deputy Secretary of Education David T. Kearns acknowledged last week after testifying before the House Subcommittee on Elementary, Secondary, and Vocational Education.

The Congressionally authorized National Council on Education Standards and Testing—a 32-member panel of educators, business leaders, and government officials—drafted the proposal to create a process for setting national achievement standards and certifying assessments with which to measure progress toward them.

The council's recommendations essentially represent a deal struck between the Bush Administration and key governors and lawmakers who served on the council.

They include a reconfiguration of the National Education Goals Panel, which lawmakers have long sought. That panel would

Continued on Page 31

New Study Laments Lack of Change in Chicago Classrooms

By Ann Bradley

While the major elements called for in Chicago's landmark school-reform act have been successfully put into place, the bulk of the city's schools have yet to make changes in basic classroom practices, a report released last week concludes.

The analysis, conducted by the independent Chicago Panel on Public School Policy and Finance, examines the progress that has been made in the nation's third-largest school system as a result of the 1988 legislation that created councils to govern each of the city's schools.

Most of its conclusions are drawn from the findings of an intensive, ongoing study of 14 Chicago schools and from other studies the panel has conducted.

Midway through the first five years of school reform, the report concludes, most schools have developed improvement plans that "rely more upon adding on small increments than upon making radical changes."

The report acknowledges that more "radical" plans may emerge as the local

Continued on Page 19

After Dodging Budget Bullets, Education Deans Fear for Future

By Daniel Gursky

Education schools have largely been able to maintain the quality of their teacher-training programs despite the budget cuts that have hit hard at higher education in many states in the past year, say school deans and other teacher educators.

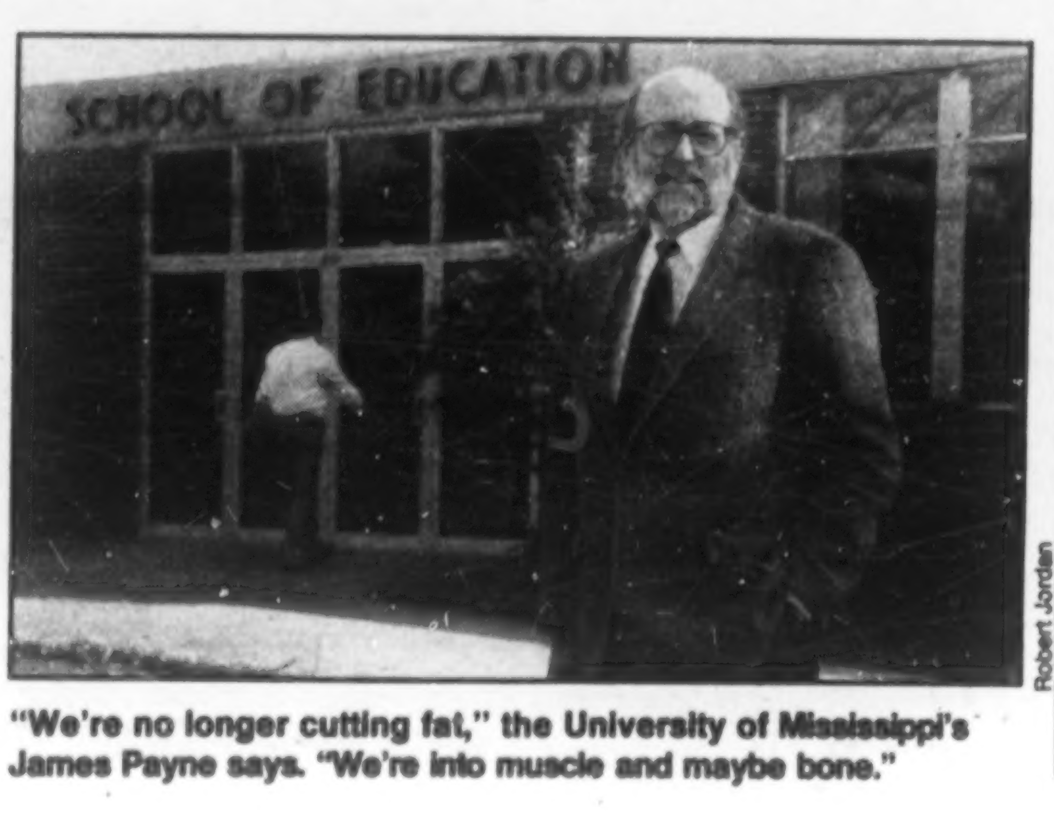
Many deans caution, however, that further reductions this year and next could cause lasting damage to their programs—and ultimately, to the nation's next generation of teachers.

"We're down to the point now where we're no longer cutting fat," said James Payne, the dean of the University of Mississippi's school of education. "We're into muscle and maybe bone."

David Smith, the dean of the college of education at the University of Florida, noted that budget cuts of more than 7 percent in the past year and a half "have to have hurt" his school's programs.

"We're awfully near the ragged edge of additional cuts hurting us a lot more," he added. "We have some key positions that really, really need to be filled."

Continued on Page 20



Robert Jordan

"We're no longer cutting fat," the University of Mississippi's James Payne says. "We're into muscle and maybe bone."

Also in the news

10 **A New Alternative?** Nonunion educators are banding together to offer a national alternative to the dominant teachers' unions.

IN SUMMARY

Charleston Case Ends
A federal appeals court has ruled that Charleston County, S.C., has eliminated the vestiges of educational segregation even though many schools there remain mostly black or white. **Page 4.**

Youths on Race Relations
America's youths share friendships and values that transcend racial lines, but they remain deeply wary of other races, a study released last week suggests.
Page 5.

Cleveland Reformers at Work
The new reform slate on the school board is seeking a superintendent with a "fresh, new vision" and is hoping to negotiate an end to a long-running school-desegregation suit. **Page 5.**

Eye on Britain
Americans could learn a lot about school reform by scrutinizing attempts at educational improvement in Britain, two prominent researchers conclude in a new monograph. **Page 11.**

Head Start Headaches
The economic recession is helping to fuel a large increase in applicants for Head Start programs, and many programs find themselves with long waiting lists.
Page 15.

Texas Decision Due
Gov. Ann W. Richards is expected to decide by next week whether to shut down 2 of 13 state schools for the mentally retarded, thus ending a deeply divisive legal battle.
Page 23.

Books	**34**
Commentary	**33 and 44**
Deadlines	**38**
Events	**38**
Federal File	**28**
Focus On: Research	**6**
In the Press	**33**
Legislative Update	**27**
Letters	**35**
Marketplace	**39**
Philanthropy	**17**
State Journal	**23**

FORUM

National Coalition of
Advocates for Students.
Statement Begins on Page 36

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 27.

ACROSS THE NATION

NATIONAL

Carnegie Corporation Forms Task Force on Young Children

The Carnegie Corporation of New York has formed a task force to explore ways of ensuring that young children receive the nurturing and support they need.

The 27-member task force announced this month is being chaired by former Gov. Richard W. Riley of South Carolina and includes key professionals in education, health, business, psychology, child care, child development, and social policy as well as scholars, physicians, and researchers.

The panel will develop a report over the next two years to provide a "scientific framework and action agenda" for meeting young children's needs, focusing on the period from "preconception" to age 3.

The panel, which will build on other recent studies of young children, hopes to "illuminate a developmental sequence of experiences fostering healthy child development and ways to accomplish this sequence under contemporary American conditions," said David A. Hamburg, the president of the Carnegie Corporation.

The panel's executive director is Linda A. Randolph, a clinical professor of community medicine at the Mount Sinai School of Medicine on assignment to the corporation.

Among the panel members are Owen Brad Butler, the chairman of the Committee on Economic Development; Edward F. Zigler, the director of the Bush Center in Child Development and Social Policy at Yale University; Dr. Jonas Salk of the Salk Institute for Biological Studies in La Jolla, Calif.; Ramon C. Cortines, the superintendent of the San Francisco Unified School District; and Judith E. Jones, the director of the National Center for Children in Poverty.

■ **Colleges spend more money on men's athletic programs than on women's sports**, according to a survey conducted by the National Collegiate Athletic Association.

The study was released this month, two decades after passage of Title IX of the Education Amendments of 1972, the federal law that mandates educational equality for males and females.

The N.C.A.A. attributed the disparity in expenditures primarily to the far greater proportion of male athletes. Twice as many men participate in intercollegiate sports, largely because of the existence of football and the lack of a comparable sport for women.

The survey, based on responses from 646 schools for the 1990-91 school year, did find, however, that, "on average, the colleges have substantially met the Title IX standard with respect to the proportion of scholarship assistance going to women," said Richard D. Schultz, the N.C.A.A.'s executive director.

Mr. Schultz said the N.C.A.A. will form a task force to develop recommendations for achieving gender equity. ■

STATES

Kentucky Chief Seeks Ouster Of Four More Local Officials

Commissioner of Education Thomas C. Boysen of Kentucky has brought charges against four local school officials and is seeking their ouster under governance mandates contained in the state's 1990 reform law.

The state this month announced the citations separately targeting Ronald L. Hager, the Floyd County school superintendent, and three members of local school boards around the state. The state school board will hold a preliminary hearing in the cases on April 10.

The state has charged Mr. Hager with filing false financial reports, allowing an illegal bingo game at the district high school, failing to follow state bidding requirements, failing to act to reduce one school's $18,000 deficit, and failing to deposit more than $1 million in building funds in an interest-bearing bank account. Over three years, state officials said the bank error cost the district about $250,000.

The state also is attempting to oust Brown L. Adkins, an Elliott County board member whose medical license was suspended following a string of convictions on criminal weapons and drug- and alcohol-abuse charges; Coeburn Phillips, a Letcher County board member accused of using intermediaries to sell coal to the school district in violation of conflict-of-interest rules; and Larry Rogers, a Hart County board member charged with attacking a teacher during a basketball game.

As a result of earlier cases initiated by Mr. Boysen, two school superintendents and a school-board member resigned in the wake of charges and three other local board members were removed following a formal hearing earlier this year.

■ **The Ohio Department of Education has discontinued the state's school-evaluation system** and chosen to begin assisting school districts in which students show low academic-achievement rates.

Under the plan, the state will offer help to districts in which at least 75 percent of high-school freshmen have failed one or more proficiency tests and have shown little progress in raising achievement.

Superintendent of Public Instruction Ted Sanders ordered the change in an effort to shift administrators' focus from regulatory standards to student outcomes. State officials have already identified 48 school districts that will receive state assistance. Such assistance may include instructional advice in teaching reading, writing, mathematics, and citizenship. Other districts may also apply for state help.

The assistance program replaces regular compliance audits of districts based on such criteria as library collections, textbook use, and district policies. Under the new program, assistance from the state will be provided only if it is requested by the identified districts.

Mr. Sanders, who called the announcement "a turning point" for Ohio schools, will establish a procedure for parents and others to report violations of school standards that previously were policed by state officials.

The Scientific Method

Eduardo Contreras/Chicago Tribune

Students take a closer look at a science experiment during one of a dozen recent field trips in Chicago sponsored by the American Association for the Advancement of Science. The outings were designed to interest youngsters in scientific study.

In addition, the state board recently called for the development of performance-based standards for the state's schools, further underscoring the efforts to move beyond judging schools based on such inputs as course offerings, graduation credits, and school calendars.

■ **The Missouri Supreme Court has unanimously ruled that Gov. John Ashcroft can withhold nearly $35 million from state schools this year to cover the cost of desegregating the Kansas City public schools.**

The state high court reversed a lower-court decision in January that the Governor acted illegally in withholding $40.5 million in public-school funds in June 1991 and $34.5 million in August. The first cut came to offset a revenue shortfall, the second to comply with a federal court order requiring the state to pay for the Kansas City plan.

The supreme court held that schools under court-ordered desegregation plans are "free public schools" under the state constitution, and that any funding going to them—either through the funding formula or court order—counts toward the mandate that schools receive 25 percent of the state budget each year.

The suit was brought by the Missouri State Teachers Association and the Missouri National Education Association.

"The Supreme Court has delivered a devastating financial blow to the schools and children of Missouri," Kent King, the executive director of the M.S.T.A., said, adding that he was "very disappointed by the outcome." ■

DISTRICTS

Los Angeles Board Sees Deficit of $258 Million for Next School Year

The Los Angeles Unified School District, which has made deep cuts in its budget for the past three years, is projecting a budget deficit of at least $258 million for the 1992-93 school year.

Robert Booker, the district's chief business and financial officer, called the deficit "the worst budget problem I have seen in this school district" and warned that it could increase by as much as $100 million when inflation and enrollment growth are taken into account.

The projected deficit includes $75 million to partially reimburse the district's self-insurance funds, $59.9 million to restore and increase an emergency-reserve fund, and $98.5 million to begin to repay district employees for a 3 percent pay cut and restore salaries to the 1990-91 level.

In a budget briefing, Mr. Booker noted that the district's reserves and one-time money have been exhausted and that the projected deficit cannot be eliminated without slashing jobs, salaries, and benefit costs.

■ **A federal judge in Chicago has ruled that the Boy Scouts of America may exclude those who are not willing to pledge a "duty to God."**

In an 80-page ruling on March 13, Judge Ilana Rovner of the U.S. District Court for the Northern District of Illinois found that the Boy Scouts are not a public "place of entertainment" and therefore do not have to comply with Title II of the Civil Rights Act of 1964, said Mark Dupont, a law clerk for Judge Rovner.

The statute prohibits discrimination by such public establishments as restaurants, hotels, or nightclubs on the basis of race, religion, or national origin, Mr. Dupont said.

The ruling came after a trial last summer on a 1989 lawsuit against the Boy Scouts filed by Elliott Welsh and his 9-year-old son, Mark, of suburban Hinsdale, Ill.

The Welshes, who are agnostics, sought an injunction barring the Boy Scouts from excluding individuals who do not believe in a Supreme Being and sought admission to a local Cub Scout pack, according to Mr. Dupont and Richard Grossman, the Welshes' lawyer.

Mr. Grossman said the Welshes were "disappointed" with the "surprising" decision. They will appeal to the U.S. Court of Appeals for the Seventh Circuit, he said.

Blake Lewis, a national Scout spokesman applauded the decision. "We believe Judge Rovner's ruling is a reaffirmation of our right to determine the qualifications of members" of the Scouts, he said.

■ **Teachers in East Chicago, Ind., continued to strike last week, defying a superior-court judge's order that they return to work.**

The district's 420 teachers have been on strike since March 9 despite a state law that prohibits teacher strikes. During the work stoppage, school officials have attempted to administer the Indiana Statewide Testing for Educational Progress examinations, which were supposed to have been completed by March 18.

Students in grades 10-12, who do not have to take the exams, remain out of school indefinitely, said Norman Comer, the superintendent of schools. The school system has about 7,100 students.

The East Chicago Federation of Teachers Local 511 rejected a school-board contract offer that included pay raises of 5.5 percent for 1992 and 6 percent for next year. The union has argued that 4.2 percent of the raise will be eaten up by higher health-insurance costs.

Victoria Candelaria, the president of the local, maintained that the strike is not only about money. "It is a matter of priorities," she said.

The union, which charges school officials with creating a patronage system of employees who are paid high salaries for little work, has released daily lists of names, titles, and salaries of employees it considers unnecessary.

A state-appointed fact finder was scheduled to meet with union and school-board negotiators this week in an attempt to resolve the conflict.

■ **The Wisconsin Department of Industry, Labor, and Human Relations has denied a bid by the Madison teachers' union to have a middle school declared an unsafe workplace because of attacks on teachers there.**

John Matthews, the executive director of Madison Teachers Inc., said the union had hoped the state would close Cherokee Middle School until corrections were made, forcing the school district to "deal with the situation."

The school has recently logged some 30 to 40 violent incidents, including threats against teachers' lives, school officials said.

However, the state agency only inspects buildings for structural safety and has no authority over the behavior of people in a building, according to Howard Bernstein, a lawyer for the department.

"What we know about is asbestos, wiring," he said, "not how to make the building safe from other people."

Though the union's request was denied, Madison school officials have increased school security and have appointed a task force to resolve the school's safety problems. Administrators will also consider implementing 30-day residential schools for disruptive students, self-esteem programs, and other measures recomended by a previous task force.

'At least we've made some progress," Mr. Matthews said. ■

DIMENSIONS

Vocational-Education Teachers

Teachers of vocational education tend to be older and to have completed fewer years of postsecondary education than their nonvocational counterparts in high school, according to data compiled by the National Center for Education Statistics.

As part of the Schools and Staffing Survey, the center compiled data on teaching assignments during the 1987-88 school year.

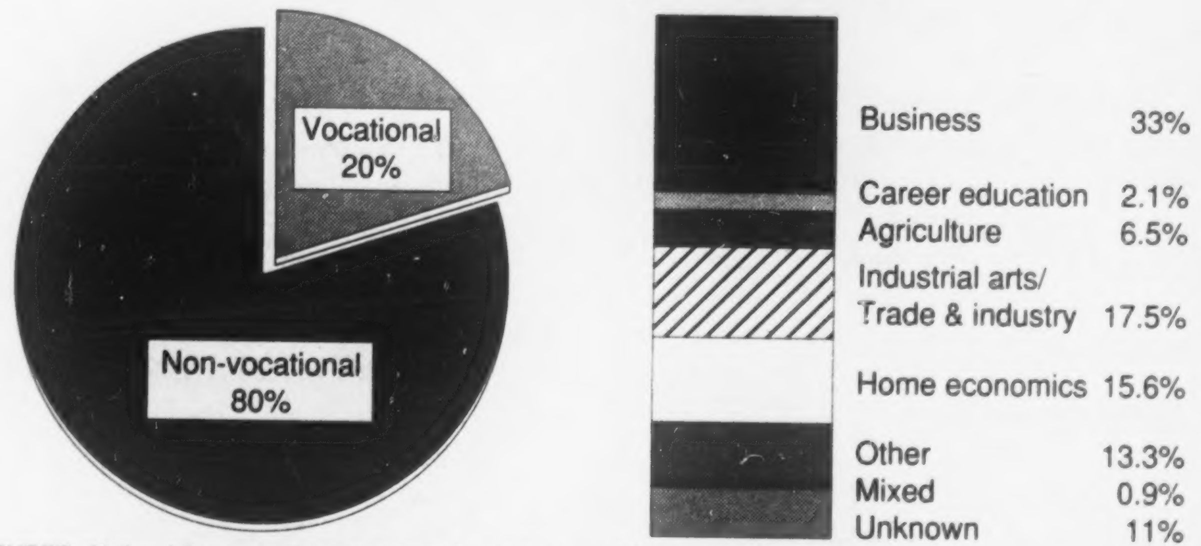
According to the data, nearly 27 percent of vocational teachers were age 50 or older, compared with 18.5 percent of nonvocational teachers.

In education level, more than 7 percent of vocational teachers had not completed a bachelor's degree, compared with fewer than 1 percent of nonvocational teachers. Also, only 46 percent of vocational teachers had earned a master's degree, compared with 54 percent of nonvocational ones. The report attributes the difference, in part, to state policies allowing vocational teachers to substitute work experience for academic credit.

The survey also found that vocational teachers had much smaller classes and reported having a much greater control over their course material than nonvocational teachers. They also were much more likely to say they would remain in teaching until retirement.

Copies of "A Comparison of Vocational and Non-Vocational Public School Teaches of Grades 9 to 12" are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402; telephone (202) 783-3238.

Teaching Assignments of High-School Vocational Teachers, 1987-88



SOURCE: National Center for Education Statistics, Schools and Staffing Survey, 1987-88

UPDATE

■ **The Los Angeles Board of Education voted last week to enter a consent decree that would require the district to equalize funding for its schools, as demanded by black and Hispanic groups.** *(See Education Week, Dec. 11, 1991.)*

The board voted 4 to 2, with one abstention, to enter into the consent decree negotiated over the past two years, but only after amending the decree this month in ways that were seen as likely to discourage its approval by the other parties involved.

Ron Rodriguez, a teacher, filed suit in 1986 alleging that the district's system for distributing resources resulted in stark funding inequities. He was backed by minority advocates who said black and Hispanic children suffer most from inequities among the city's 600 elementary and secondary schools.

The agreement calls for the district to allocate funds on a per-student basis, giving individual schools roughly equivalent amounts per child to be budgeted for teachers, administrators, supplies, and various services.

Under the current system, money follows teachers and allows some attractive schools to recruit disproportionately experienced faculties and receive more funding from the district. Lawyers for Mr. Rodriguez have asserted that schools in poor or minority neighborhoods can receive $300 to $400 less per student as a result.

A Los Angeles County superior-court judge last week declined to accept or reject the agreement after the plaintiffs balked at amendments barring mandatory employee transfers and reducing, to 90 percent from 95 percent, the percentage of schools that must be funded equally by the fall of 1997. ■

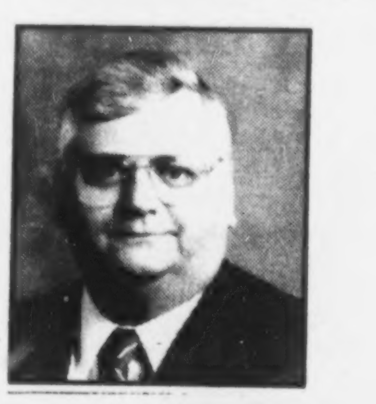
PEOPLE

■ **Jay Taggart**, Utah's superintendent of instruction, has resigned after 18 months in the job.

Mr. Taggart, 65, cited personal reasons for his decision.

He will be succeeded on April 1 by **Scott Bean**, the deputy superintendent who was unanimously appointed to the position by the state board of education immediately after Mr. Taggart announced his resignation.

■ **Paul Jung**, the superintendent of Community Consolidated School District 62 in Des Plaines, Ill., is the new president of the 18,000-member American Association of School Administrators.



Paul Jung

Mr. Jung has led the Des Plaines schools since 1981, and previously worked in several other Illinois districts. ■

New Survey Discerns Deep Divisions Among U.S. Youths on Race Relations

By Peter Schmidt

WASHINGTON—The nation's youths share friendships and values that transcend racial lines, but they remain deeply wary of other races and feel their own group is most affected by discrimination, a study released here last week suggests.

The study, commissioned by People for the American Way, is based on a nationwide telephone survey of 1,170 youths between the ages of 15 and 24, as well as in-depth interviews and studies of focus groups involving youths in that age range. It was conducted last fall by Peter D. Hart Research Associates.

Arthur J. Kropp, the president of People for the American Way, a liberal lobbying group that focuses on civil-liberties issues, said the findings "should send a chilling message to all Americans: Ours is a nation divided."

"Our young people," Mr. Kropp said, "have placed themselves in opposing camps, divided by race, and they tend to believe only the worst about youth of other races."

But Karlyn H. Keene, a fellow at a the American Enterprise Institute, a conservative think tank, pointed to several positive findings, including ones showing that youths of all racial and ethnic groups share certain core values, and that three-fifths of black youths surveyed do not feel they have been victims of discrimination.

While 50 percent of the youths surveyed described the state of race relations in America as "generally bad," 55 percent also said that they believed such relations are getting better. The respondents, for the most part, felt their attitudes toward race relations are healthier than those of their parents.

And at least 90 percent of the youths in every demographic subgroup, including 96 percent of low-income whites and low-income blacks, agreed that race relations would improve if people took more responsibility for themselves rather than blaming others for their problems.

Uneasy With Other Groups

Both blacks and whites were described by 55 percent of the respondents as uneasy rather than comfortable in dealing with members of the other racial group.

Fifty-six percent of whites said white people would not be safe in most black neighborhoods, regardless of the neighborhoods' socioeconomic status, and 4 in 10 black respondents said members of their race would not be safe in most white neighborhoods.

Eighty-two percent of all respondents, including 81 percent of young whites, agreed with the proposition that "racial and ethnic minorities still face a lot of discrimination," and only 45 percent said the nation is doing very well or fairly well in ensuring the fair treatment of minorities.

But when it came to issues related to their own economic self-interests, there was a large gap in perceptions between white and minority youths.

Most whites, Hispanics, and blacks, for example, felt that their respective groups were the most likely to be denied economic opportunity because of discrimination.

When asked their opinion of various approaches to dealing with racial problems in society, blacks and Hispanics were more inclined than whites to favor school integration, multicultural education, minority scholarships, affirmative action, and punishment for students who use racial slurs. White youths, on the other hand, were more likely than minorities to favor making it harder for people to stay on welfare.

Values and Friendships

Despite such differences, a consensus appears to exist among young people of all races on core values such as family, personal responsibility, and fairness, according to the study. All groups believe the three most important factors for success in life are education, hard work, and a fair chance.

The young people surveyed also appeared more likely than the generation before them to socialize with members of other races: 8 in 10 said they frequently came into contact with members of other ethnic and racial groups, often when they could have chosen not to.

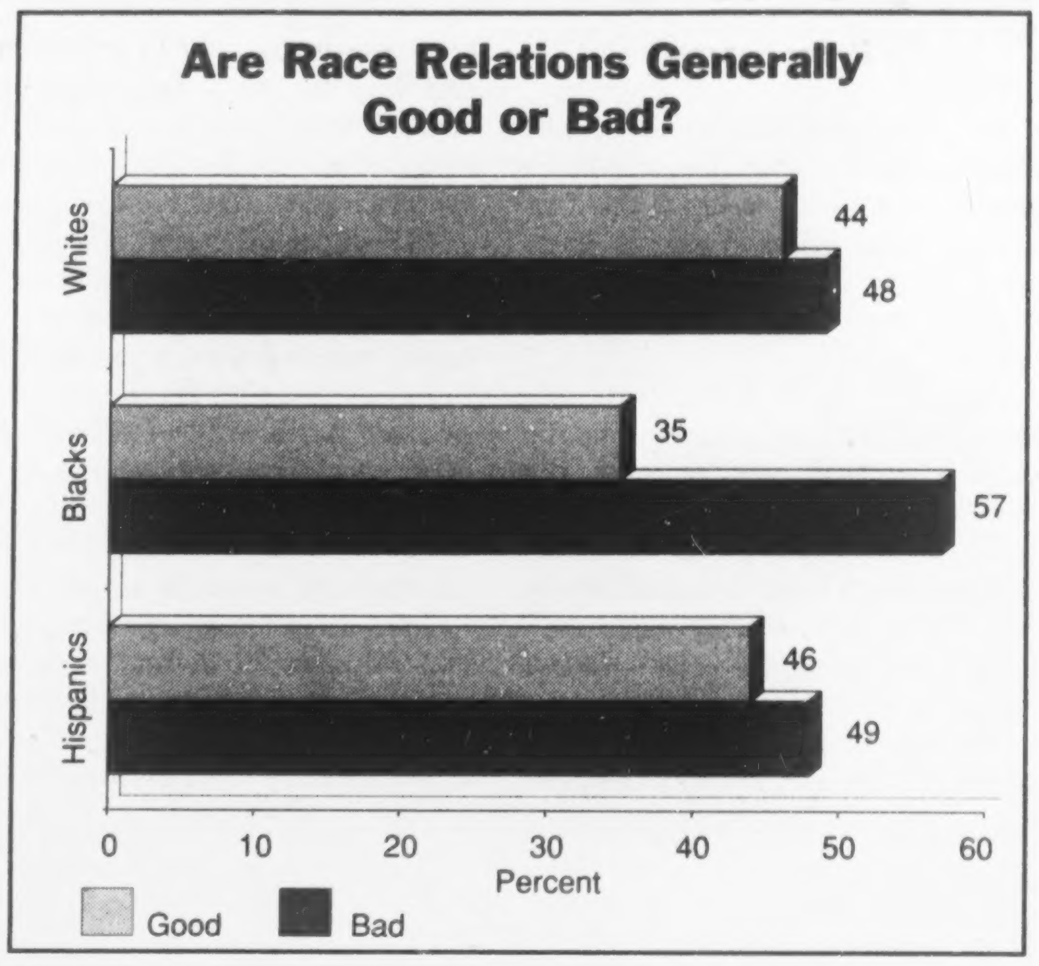
Overwhelming majorities, especially among minorities, approved of interracial dating and said they would feel comfortable working for, visiting the home of, and being roommates with someone of a race other than their own.

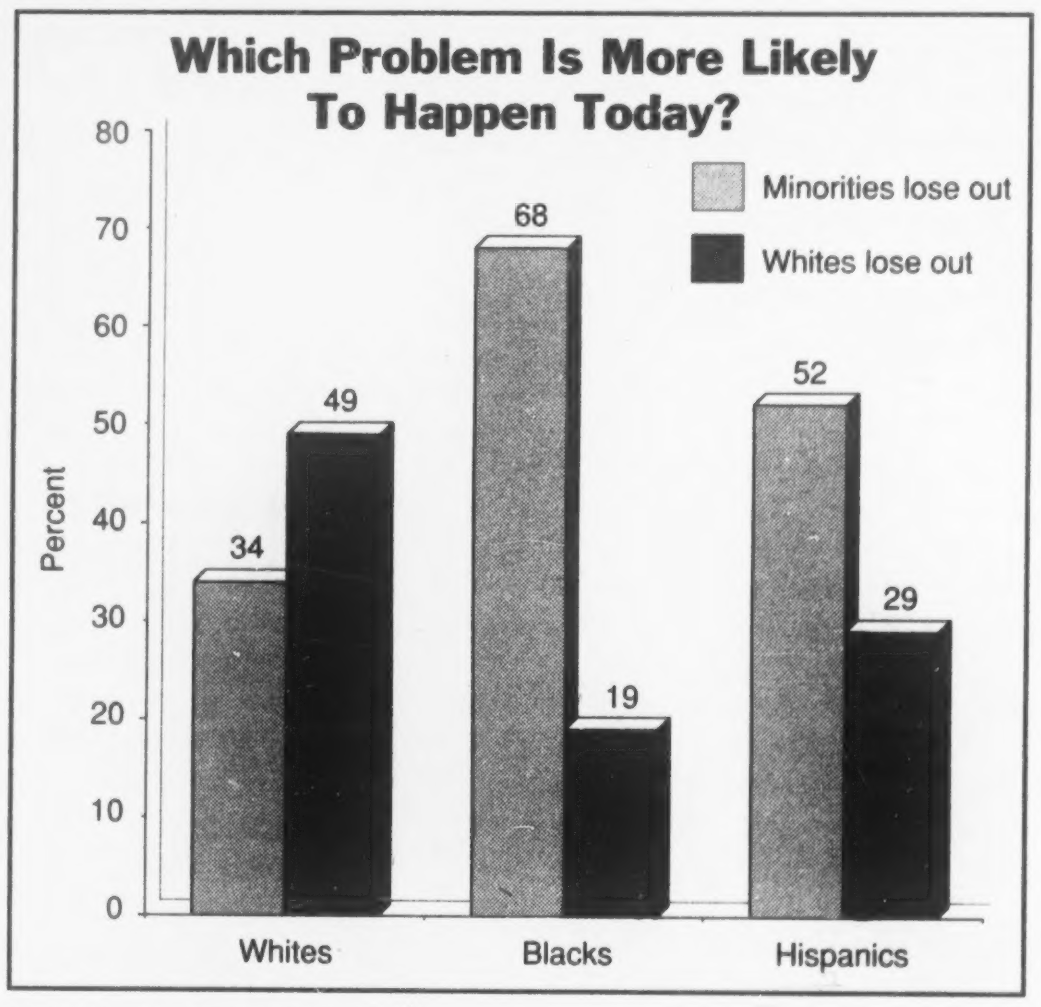
More than 70 percent of respondents said they have a "close personal friendship" with a person of another race.

Many, however, appeared to believe that their friends from other racial and ethnic groups were exceptional, rather than representative, and appeared unable to translate their own positive experiences into positive attitudes toward those groups as a whole, the study said.

Aside from parents, the greatest influences on racial attitudes cited by the youths were personal experiences and then friends, with teachers, newspapers, and television trailing far behind.

Young Americans' Views on Race Relations


Are Race Relations Generally Good or Bad?


Which Problem Is More Likely To Happen Today?

SOURCE: People for the American Way

Cleveland Seeks New Superintendent, End to Court Case

By Peter Schmidt

The Cleveland Board of Education, dominated by four members elected in November on a reform slate, has moved to replace Superintendent Frank J. Huml and to negotiate an end to the district's longstanding school-desegregation case.

The board voted this month to reassign Mr. Huml to another administrative position, and is expected early next month to consider a list of finalists for the superintendent's post.

The board also has replaced its lawyers in the district's desegregation case with a new team viewed as more likely to reach a settlement, and has made clear that it intends to shake up the district's administration, trimming fat and appointments that appear to have been inspired by patronage.

"There is so much that has to be undone," said Carol S. Gibson, the executive director of the Cleveland Initiative for Education, a community organization. Last week, Ms. Gibson praised the board for making "a slow but clear start toward a future in which the system will be held accountable for student outcomes."

The board last week continued to be stalled by dissent, however, as two veteran members, James M. Carney Jr. and Gary J. Kucinich, opposed most of its actions and argued that the district should continue its fight in court to get out from under a federal desegregation order.

"I have never seen people who were such absolute puppets," Mr. Carney said of the reform slate, accusing them of acting at the whim of his political rival, Mayor Michael R. White, and members of the city's business establishment who helped them get into office. *(See Education Week, Oct. 23, 1991.)*

Further tensions between board members appeared likely last week after Mr. Huml, who will remain in office until a successor is found, proposed a $457-million budget for next fiscal year that was more than 8 percent over anticipated revenues. The board had called for significant reductions in administrative spending and the closing of four elementary schools.

Huml Requests Reassignment

Still, in a city that is notorious for its fierce school-board politics, Mr. Huml is the first superintendent in several years to leave his post at the end of his contract, without resigning or being forced out.

Mr. Huml remained in charge last week, but a contract he signed with the board late last month calls for him to be reassigned on March 31 to the position of adviser for planning, policy, and operations and as liaison to the Ohio Department of Education.

Mr. Huml will continue to be paid at his current daily rate, or about $152,400 per year, and be given a 25-day annual vacation allotment. Under the terms of the contract, he will resign from the new position effective June 30, 1993.

In a brief letter sent to the board last month, Mr. Huml, who has served the Cleveland schools in some capacity for 29 years and has been superintendent since June 1990, asked that he be reassigned to another position "for personal and professional reasons."

A board-passed resolution commended Mr. Huml for "strong and consistent leadership" and credited him with bringing the 71,000-student district stability, peaceful labor relations, balanced budgets, and marked improvements in student performance and other areas.

Lawrence A. Lumpkin, the board's new president, last week characterized the process of negotiating a new contract with Mr. Huml as having "its tense moments" but going smoothly over all.

Mr. Carney, however, last week maintained that Mr. Huml "did an excellent job and the way he has been treated has been a disgrace."

"Dropping him is ridiculous," Mr. Carney said, asserting that the board reassigned Mr. Huml because it wanted "someone flashy from out of town" and because the superintendent "didn't spend enough time 'brown nosing' " the new board members or the political and business leaders who backed their campaign.

'Fresh, New Vision'

Mr. Lumpkin said a search committee has been looking nationwide for someone to bring "a fresh, new vision" and "new and exciting ideas" to the district.

The board had considered seeking nontraditional candidates for the position, but the strongest of the two dozen candidates being considered by the committee all have traditional superintendent backgrounds, Mr. Lumpkin said.

Ms. Gibson, a co-chairman of the superintendent-search committee, last week said the new superintendent should be "someone who has articulated a belief system about poor kids being able to learn."

Mr. Carney, however, last week accused the search committee of valuing style over substance and made a prediction, denied by Ms. Gibson, that the candidates will be selected based on race.

An End to Busing?

One of the chief challenges facing the new superintendent will be getting the district out from under the desegregation order.

U.S. District Judge Frank J. Battisti this month announced that he was open to alternatives to busing for racial balance in the district, provided the new approaches are constitutional and improve education in the district.

"It should be clear that the court did not set out to run a busing company," Judge Battisti said.

But, the judge added, the school board during the past decade "displayed a recalcitrance and hostility" toward the court that prevented any progress in the case that could lead to a dialogue on the merits of busing.

The judge praised the new board for being open to negotiation, rather than litigation, and expressed a willingness to pursue a negotiated end to busing if the district has made significant progress toward overcoming segregation by Aug. 1.

Judge Battisti said he was lifting 534 of 606 orders issued in the case since 1976, most of which dealt with procedural or administrative matters, because they had been complied with or no longer were relevant.

The judge left intact the basic remedial order governing the district and called on the board to discuss ways to improve education, develop alternative student assignments, and eliminate the vestiges of past discrimination to the extent practicable.

Mr. Lumpkin said the board expects by the court deadline to submit a plan designed to reduce busing while maintaining racial balance and successful programs driven by the desegregation order.

Nation Found Losing Ground on Measures of Child Well-Being

By Deborah L. Cohen

Shifts in the economy, changes in "the routines and realities" of family life, and the failure of institutions to respond to those realities have severely hampered "the capacity of typical families to raise their children well," a report tracking children's condition in the 1980's contends.

In its third annual report ranking states' progress in improving child well-being, Kids Count, a joint project of the Center for the Study of Social Policy and the Annie E. Casey Foundation, concludes that the nation slipped behind or stood still on seven of the nine measures studied.

The report, which was scheduled to be released this week, is based on a wide range of federal and state data analyzed by the Population Reference Bureau.

Indicators that worsened during the 1980's, according to the study, included child poverty, births to unmarried teenagers, numbers of children living in single-parent homes, and percentage of low-birthweight babies. More youths were also required by juvenile courts to spend "formative years" away from their families, and the likelihood of a teenager's death as a result of an accident, suicide, or murder rose.

While 28 states made progress in increasing the share of 9th graders who graduate from high school within four years, the national rate of about 70 percent remained stable, the study found. And while the U.S. infant-mortality rate improved nationwide and in all states, it found, an African-American baby was twice as likely as a white baby to die in the first year of life.

One of the report's few positive findings was that the death rate for children ages 1 to 14 fell.

States Ranked

Based on states' overall performance on all measures, the report ranks North Dakota first and Mississippi last. Among its specific findings:

- Alaska, Maine, and Minnesota had the fewest low-birthweight babies.
- New Hampshire fared best in reducing the number of children in poverty, while Louisiana ranked last.
- Alabama had the highest share of children in single-parent families—32.6 percent. In North Dakota, which ranked best on that measure, the share of children in single-parent homes still rose, from 9.7 percent during the 1980-1984 period to 12.4 percent in the period from 1987 to 1991.
- Minnesota had the highest high-school-graduation rate in 1989—89.3 percent—while Florida, with 56.5 percent, and the District of Columbia, with 55.3 percent, had the lowest rates.

While some states with poor rankings on certain measures still showed improvement over time, the report notes that in 33 states where 82 percent of the nation's children live, children fared worse on more than half of the nine indicators.

"This constitutes a national pattern of child neglect," said Judith Weitz, the Kids Count coordinator for the Center for the Study of Social Policy.

"Family values have not changed that much," she said. "But the circumstances in which families are trying to make it have changed a great deal."

In a foreword to the report, Douglas W. Nelson, the executive director of the Annie E. Casey Foundation, said, "Families today have fewer resources to provide for their children, less time to devote to their nurturing, fewer informal supports, and more anxiety about their children's futures."

Between 1979 and 1990, the report says, the real median income of families with children fell by 5 percent. The average income for those in the lowest bracket fell by 12.6 percent, to $9,190. Children were the poorest group, it says, with one in five, or 12.7 million, living in poverty in 1990.

It also notes that the share of children with mothers in the workforce rose from 39 percent in 1970 to 61 percent in 1990, and that one in five children—almost 13 million—live in a single-parent home, more than twice the share 20 years ago.

Another "powerful barometer of family stress," said Ms. Weitz, is the finding that growing numbers of children beset by family problems such as drug abuse, child abuse, teenage pregnancy, and poverty are not living in a household headed by a parent.

The report says that about 10 percent of children under 18 live with other relatives, neighbors, friends, or in institutions.

These data have implications for educators, Ms. Weitz said, noting that, "if we're serious about education reform, we have to also deal with other risks children experience, because in the end it will affect the performance of students."

Improving the conditions for rearing children, Mr. Nelson argued, will require a review and reform of wage, tax, welfare, and unemployment policies; day-care systems; work-site practices; and health care. He also called for more community-based family-support services and "positive youth-development opportunities" to complement parents' role.

Copies of the 1992 "Kids Count Data Book" are available for $12.50 each from the Center for the Study of Social Policy, 1250 I St., N.W., Suite 503, Washington, D.C. 20005.

National Indicators of Child Well-Being

Indicators	From		To		Difference
Percent low birth weight babies	1980	6.8 %	1989	7.0 %	+0.2 %
Infant mortality rate (per 1,000 live births)	1980	12.6	1989	9.8	-2.8
Death rate Ages 1-14 (per 100,000 children)	1980	39.5	1989	32.4	-7.1
Violent Death rate Ages 15-19 (per 100,000 teens)	1984	62.4	1989	69.3	+6.9
Percent all births that are to single teens	1980	7.5 %	1989	8.6 %	+1.1 %
Custody rate, ages 10-15 (per 100,000 youths)	1985	142	1989	156	+14
Percent graduating high school	1982	69.7 %	1989	69.6 %	-0.1 %
Percent children in poverty	1979	16.0 %	1986-90	19.5 %	+3.5 %
Percent children in single-parent families	1980-84	21.3 %	1987-91	24.1 %	+2.8 %

SOURCE: Center for the Study of Social Policy; Annie E. Casie Foundation

TEACHERS TEACHING TEACHERS

THE WOODROW WILSON NATIONAL FELLOWSHIP FOUNDATION

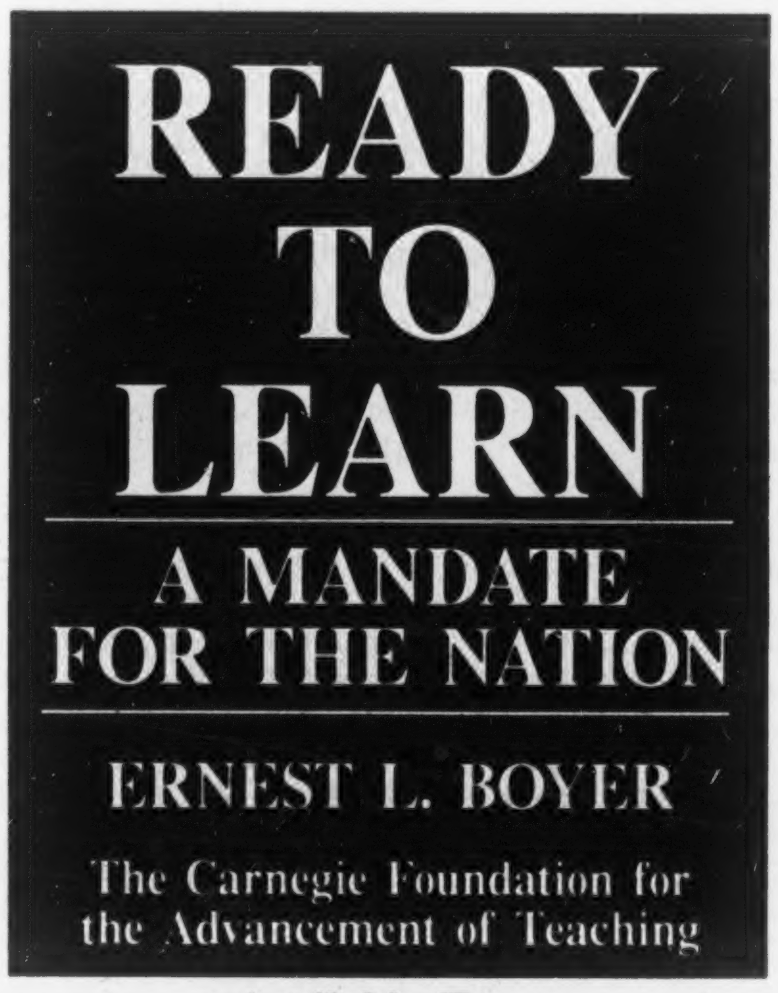
One-Week Summer Institutes for Middle and High School Teachers

129 Institutes from Maine to Hawaii and Alaska
June 15, 1992 through August 14, 1992

• History • Chemistry
• Physics • Math
• Physical Science • Biology

- New concepts and classroom-tested strategies and materials
- Suggestions for curricular reform
- Teacher networks and alliances
- Professional development

Write to:
WWNFF
P.O. Box 642
Princeton, N.J. 08542
Attention: Wes James



READY TO LEARN
A MANDATE FOR THE NATION
ERNEST L. BOYER
The Carnegie Foundation for the Advancement of Teaching

Available From:

Princeton University Press
3175 Princeton Pike Lawrenceville, NJ 08648
$8.00 (plus postage), bulk order discounts 10-30 percent

(609) 896-1344

"Perhaps the most important national report of the past year
came from The Carnegie Foundation for the Advancement of Teaching. In my opinion, *Ready to Learn: A Mandate for the Nation* is a landmark document.

Briefly, the report attempts to pick up the challenge made by the President and the governors in their first goal for the year 2000—that all children in America will start school ready to learn. The Foundation surveyed some 7,000 kindergarten teachers. What the teachers reported back was mind-boggling. Fully a third of America's children enter kindergarten so handicapped by deprivation of various sorts that they are unable to take full advantage of school.

The Carnegie Foundation's seven-step program is a solid, prudent, and essential call for action. It runs the gamut of needs, from improved health care to universally available preschool. What is required first, however, is some courageous national leadership that has vision enough to commit the resources and the energy needed to make this most urgent mandate a reality."

Larry Hayes

President of the Education Writers Association, Editorial Page Editor of the Fort Wayne Journal-Gazette, and News Views Editor of Phi Delta Kappan.

Reprinted with permission from Phi Delta Kappan.

THE CARNEGIE FOUNDATION
FOR THE ADVANCEMENT OF TEACHING
A policy center devoted to strengthening American education
5 Ivy Lane, Princeton, NJ 08540 (609) 452-1780

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 28 · April 1, 1992

© 1992 Editorial Projects in Education / $3.00

Reducing Infant Mortality Becomes Policy Priority

In S.C., 'Resource Mothers' Help Raise The Odds for Babies

By Ellen Flax

CROSS, S.C.—More than 600 babies born each year in South Carolina do not live to celebrate their first birthday.

For DeKendrick Davis, fortunately, the odds have gone up that he will not meet the same fate.

Lisa Davis, DeKendrick's 14-year-old mother, lives with her own mother and four siblings in a small wooden shanty with buckling linoleum floors, miles from the nearest medical facility.

But the 3-month-old boy has a powerful advocate in his corner to ensure his healthy survival, a state-appointed "resource mother" who has been at his young mother's side since her fifth month of pregnancy.

During her periodic visits to the Davis household here over the past several months, the resource mother, Debra White, has talked to Lisa about how being pregnant has changed her child-like body, and has reminded her when to go for her prenatal and well-baby medical appointments. And now with DeKendrick's birth, Ms. White is helping Lisa adjust to her new role as a mother.

Lisa, who answered most of Ms. White's questions about her child-care responsibilities with a barely audible "yes" or "no," has made all but one of her medical appointments, despite not having a telephone in the house or a reliable means of transportation to the clinic.

Despite such barriers, Ms. White told Lisa, she should continue to seek out medical care, especially when DeKendrick has an unusual symptom or needs a vaccine.

"Don't wait for something in the mail," Ms. White told the girl. "Just take him to the clinic."

Ms. White, part-friend, part-advocate, and a font of knowledge about babies, is one of 16 resource mothers hired by South Carolina to be on the front line in

Continued on Page 16

Jeff Amberg

A "resource mother" in South Carolina has given Lisa Davis, 14, help and advice on prenatal care and parenting since her fifth month of pregnancy.

Science-Reform Goals Elusive, NAEP Data Find

Results, Survey Paint 'Sad' Classroom Picture

By Robert Rothman

WASHINGTON—Nearly a decade after national reports sounded the alarm about the state of science education in the United States, the National Assessment of Educational Progress has found that those reports' calls for equal opportunities and excellence in the subject are "just as pertinent" as in 1983.

In a report issued here last week, based on a 1990 assessment of 19,000 students in grades 4, 8, and 12, NAEP found that few students were able to perform at high levels of proficiency in science.

Even among high-school seniors, who are about to enter postsecondary education or the workforce, the report found, fewer than half demonstrated the ability to apply knowledge to interpret graphs and tables, evaluate and design experiments, and show detailed knowledge of scientific information.

In addition, the study found that there were substantial gaps in performance between white and Hispanic and black students, and that males outperformed females in 8th and 12th grade.

And, in what observers called a disturbing finding, the report also pointed out that

Continued on Page 15

Honig Faces Trial on Criminal Charges of Conflict of Interest

By Lonnie Harp

Superintendent of Public Instruction Bill Honig of California confirmed late last week that he will face a criminal trial over felony conflict-of-interest charges following an indictment by a state grand jury.

Although state law-enforcement officials declined to comment on the case, reports of the indictment had appeared in the press earlier last week.

In a telephone interview and in a San Francisco press conference, Mr. Honig continued to vehemently deny any wrongdoing in the state education department's dealings with his wife's nonprofit education firm, which have spawned the state probe as well as federal audits and investigations.

He added, however, that his lawyer and lawyers from the state attorney general's office had agreed that he would surrender to court officials late last week or early this week and remain free on bail pending a trial.

Mr. Honig indicated that the indictment is based on a state law that prohibits state officials from having a financial stake in any contract approved by their office. The felony carries a maximum three-year sen-

Continued on Page 20

Maine's 'Common Core' Offers a Lesson in Standards

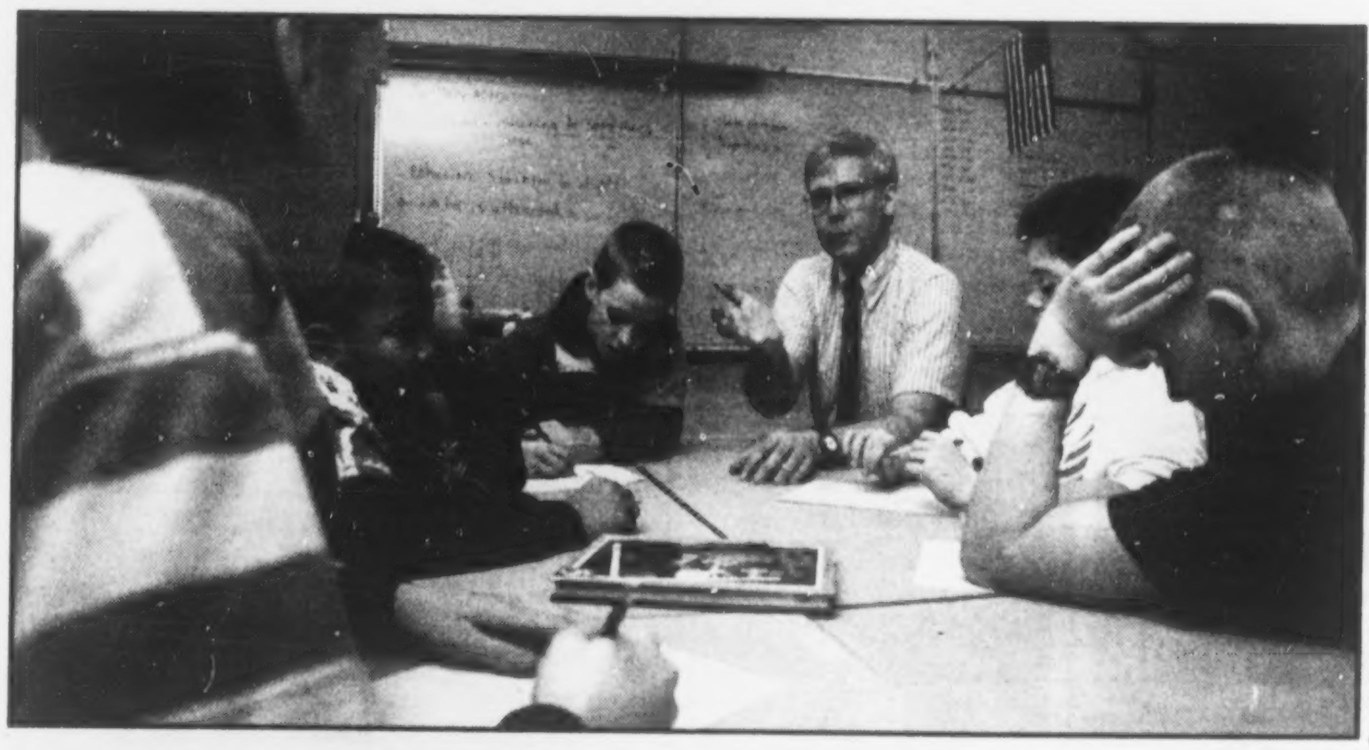
By Debra Viadero

AUGUSTA, ME.—More than a year before a national panel of educators and business and political leaders called on the nation to define and set high standards for what every child should know and be able to do, the state of Maine had already set off down a similar path.

Educators and citizens here came up with "Maine's Common Core of Learning," a wide-ranging, 55-page plan that establishes 151 goals for student learning. Neither as specific as a curriculum framework nor as sweeping as a vision statement, the document spells out what students should know when they leave school and the skills and attitudes they should take with them.

Maine's effort resembles in some ways, but not in others, what the members of the

Continued on Page 21



Scott Perry

"It's frustrating teaching sometimes . . . you feel, 'Where am I going with this?' " says Steven Heath, who teaches at Brook Cascade Elementary School.

Also in the news

9 **Joining the Computer Age**
The Educational Testing Service plans to begin offering some of its tests on a national computer network.

10 **Welcome to the Real World**
A new survey finds a world of difference between the math standards and the real world of the classroom.

14 **Hands Across the Water**
A European agency concerned with school design and construction is opening its doors to U.S states.

IN SUMMARY

Troubled Indian Youth
A study finds a sizable minority of Native American youths are prone to suicidal tendencies, alcohol abuse, and other unhealthful behaviors.
Page 4.

Variety in New York
The New York City school system is moving to create an assortment of small, theme-oriented high schools that will be more supportive of and offer greater choice to students. **Page 5.**

Pondering Violent Students
Following complaints by a high-school headmaster, city and school officials in Boston are grappling with how to deal with abusive and violent students.
Page 5.

Doubts About Testing
A nationwide survey of elementary-school principals finds little support for a new series of national student achievement examinations.
Page 8.

Making Gains in Math
While enrollment in math and science courses is up, too few students are taking the more challenging advanced courses, a new report concludes.
Page 10.

Revamping High Schools
A California task force has called for an overhaul of the state's high schools aimed at upgrading courses and strengthening the connection between school and work.
Page 18.

No Right To Sue
The U.S. Supreme Court has ruled that a federal child-welfare law does not give children in state foster care a private right to sue in federal court to improve state services or conditions. **Page 25.**

Appointments	**31**
Ballot Box	**25**
Colleges	**12**
Commentary	**28 and 40**
Deadlines	**32**
Events	**31**
Federal File	**24**
Focus On: Teachers	**6**
Letters	**30**
Marketplace	**33**
Partnerships	**13**
State Journal	**18**
Technology	**11**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 28.

ACROSS THE NATION

STATES

Final Report of Rhode Island Panel Calls for Array of School Reforms

The 21st Century Education Commission in Rhode Island issued its final report last month, calling for an array of reforms ranging from shared decisionmaking at every school to creation of a series of professional-development schools to train teachers.

The commission, appointed by Gov. Bruce G. Sundlun, urged the state department of education, along with schools and districts, to establish statewide standards for student outcomes and to develop performance-based assessments linked to those standards. Schools that fail to meet the standards over several years should be subject to state intervention, including closure, the commission recommended.

In addition, the commission suggested that each Rhode Island district develop a formal and ongoing improvement process, including curriculum plans and a local accountability mechanism.

In the area of school funding, the commission said the state should pay 60 percent of the cost of education and should provide a more equitable allocation of state aid for public schools.

The commission earlier backed away from Mr. Sundlun's suggestion that the state look at a regionalization plan that would consolidate the number of school districts from 37 to no more than 6.

■ **A California appeals court has ruled that public-school officials in the state cannot be held liable for the welfare of students off campus and after school unless they have reason to believe there will be trouble.**

The court last month overturned a lower-court decision and found that the Los Angeles Unified School District was not negligent in its supervision when a high-school student was shot after school in 1985 on a street adjacent to his campus.

The California Court of Appeal, Second Appellate District, ruled 3 to 0 on March 16 to overturn a Los Angeles superior court's award of $120,000 in damages to Ernest P. Brownell 3rd, who was wounded minutes after being dismissed from Johnson Opportunity High School in south-central Los Angeles.

Mr. Brownell was attacked by gang members wearing the red colors of the "Bloods," who had mistaken him for a member of their rival gang, the "Crips." Mr. Brownell charged that the district was negligent because it had dismissed students without first determining if the street in front of the school was free of gang members, the decision said.

But the appeals court found the district had "satisfied its supervisorial responsibilities."

School officials had testified that during 1985 it was school policy to prohibit the wearing of gang colors and paraphernalia and that they often confiscated such items—as well as weapons—from students.

"[T]he law requires ordinary care, not fortresses; schools must be reasonably supervised, not impenetrable to all gang-related violence," the court wrote.

Charles Carpenter, a lawyer representing the school district, said he was pleased but not surprised by the ruling.

"There was no evidence in any way that the teachers and the administrators at that school had any notice that there was going to be an incident that day," he said.

Mr. Brownell's lawyer could not be reached for comment last week.

■ **The Mississippi Supreme Court has upheld the 1990 dismissal of the superintendent of the state's school for the deaf.**

The high court ruled last month that the school's trustees had the right to fire Alma L. Alexander after an investigation revealed dozens of incidents of unreported abuse dating back to the 1970's. The alleged abuse included fondling, student rapes, physical abuse, and neglect.

The school's trustees voted to dismiss Ms. Alexander for lack of leadership and for failing to report suspected abuse, as required by state law. She was never charged with any criminal wrongdoing.

After a local court upheld the firing in July 1990, Ms. Alexander's lawyers appealed to the state supreme court.

Ms. Alexander is retired and living in Louisiana, according to her lawyer. ■

DISTRICTS

Court Approves Home Tutoring For Disabled Students in Utah

The Granite, Utah, school district may opt to provide home tutoring for severely disabled children who need constant nursing care, a federal judge has ruled.

U.S. District Judge David Sam said last month that the federal Individuals With Disabilities Education Act does not require the district to provide in-school nursing care for severely disabled students.

The parents of a student identified as Shannon M., a 7-year-old with muscular dystrophy who must use a feeding tube and a respirator, had sued the district when officials refused to provide the nursing care in schools. The care for Shannon would have cost the district an estimated $30,000 a year.

Judge Sam said the district's seven nurses, who must serve 75,000 students in 90 schools, could not be expected to care full time for one student.

"The expense of providing Shannon's requested care would undoubtedly take money away from other programs," Judge Sam said in his opinion.

While Shannon would receive more educational benefit from being in school, Judge Sam held, the district met the federal law's provisions by providing her with sufficient home instruction.

At least eight other children in the district were awaiting the ruling, school officials said; in-school care for those children

A Cone of Contention

When the price of ice cream at an Ohio school's cafeteria went up 15 cents, a savvy 5th grader miffed at the price hike decided to put his classroom learning to good use.

Early last month, Mike Mullen, a student at Parkview Intermediate School in Fairview Park, a Cleveland suburb, decided that the 35-cent ice-cream pops he was used to eating at the school cafeteria weren't worth the new asking price of 50 cents.

Along with his friends Mike Shugrue and Matt McIntyre, he urged classmates to join in a spontaneous boycott of the frosty sweets.

When the young protesters posted "Don't Buy Ice Cream" signs around the cafeteria, more than 100 students joined the kid-consumer boycott.

Joseph J. Hruby, the school's principal, says the students got the idea from a recent lesson on First Amendment rights.

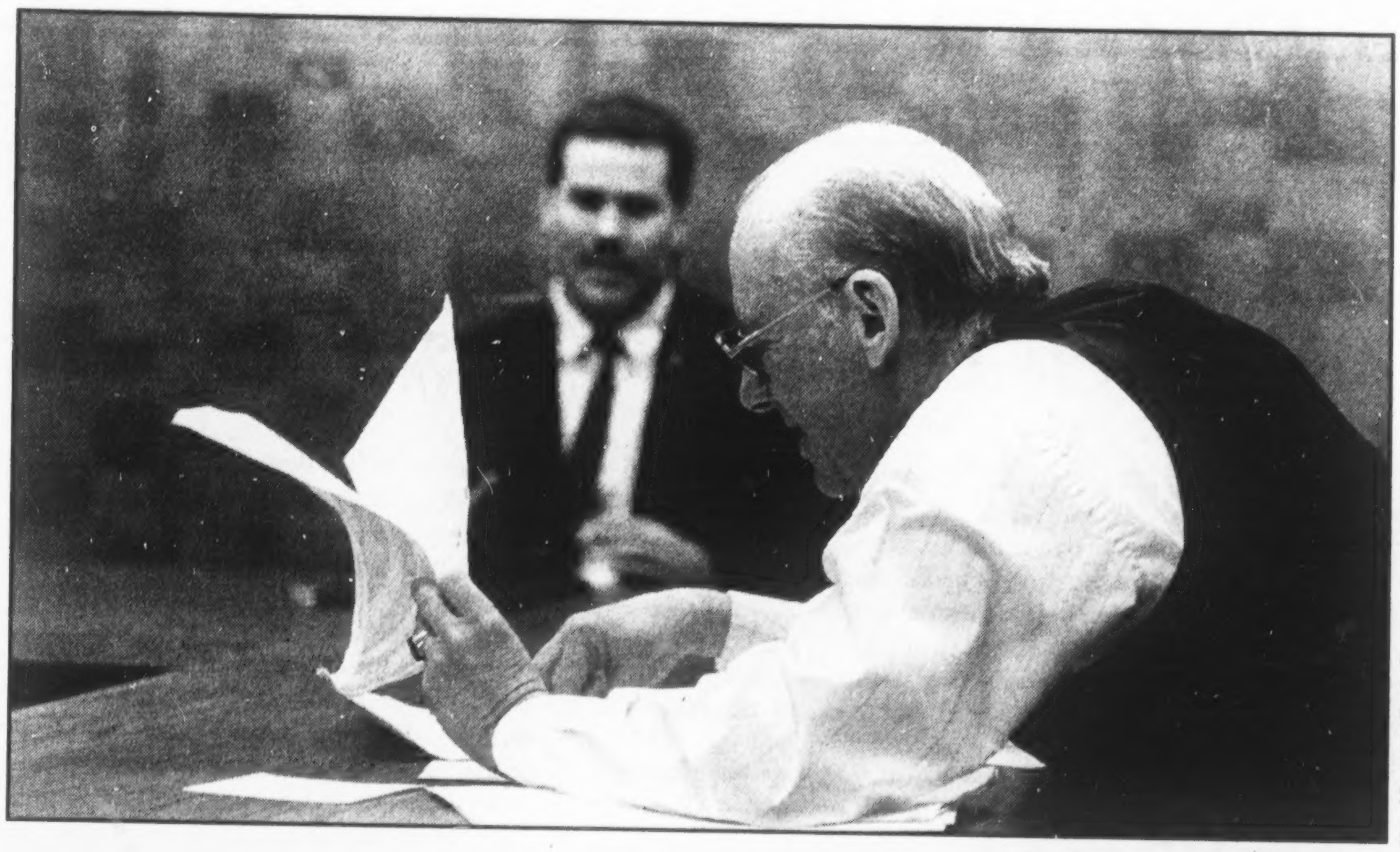
"How often can you take a social-studies lesson and apply it to a real-world situation?" Mr. Hruby asks.

After three weeks of the boycott, Marriott Management Services, which provides food service to dozens of schools and colleges in the area, caved in and lowered the price to 45 cents.

David I. Andersen/Cleveland Plain Dealer

From left, Mike Mullen, Matt McIntyre, and Mike Shugrue organized a boycott of ice cream sold in their school's cafeteria to protest a price increase.

There's no word on whether the youngsters plan to exercise their rights in regard to other items on the menu. —S.K.G.



Alan Magayne-Roshak

Martin Haberman uses his "urban-teacher selection interview" to select candidates for various nontraditional teacher-preparation programs that emphasize practical, on-the-job training.

from teachers they don't love?"

On each question or series of questions, Mr. Haberman has developed a continuum, with answers a star teacher would provide on one end and quitters' responses on the other. If the respondent provides the answer of a quitter on any question, he or she fails the interview. Successful candidates tend to provide answers that fall somewhere along the spectrum.

Mr. Haberman says he is trying to discover a prospective teacher's ideology and methods. "We get what a person thinks a teacher in a school serving poor kids is supposed to be doing and why, and also the behaviors they would engage in," he notes.

In his vision of a good urban teacher, what emerges is a persistent, flexible, intelligent, resourceful, energetic person willing to admit his or her own fallibility. (And no, Mr. Haberman is not looking for people who think they have to love all children and be loved by them in return.)

'We Don't Miss Stars'

After the interview, Mr. Haberman and the other interviewer classify the candidate as a "star," "high potential," "average potential," or "no potential."

"We don't miss 'no's' and we don't miss 'stars,' " he asserts. Some teachers that he predicted would be great turn out to be merely good, and vice versa, but all the teachers he picks turn out to be successful in the classroom, he adds.

Mr. Haberman is currently interviewing Milwaukee paraprofessionals for a program that will train them to become elementary- or middle-school teachers for the city's public schools.

All three paraprofessionals interviewed this day express some surprise after they leave the room. "I expected the interview to focus a little bit more on me," Robert Tilden says. "But I guess that's what they're getting at by nailing you with difficult questions and seeing what you come up with."

Mr. Tilden, who graduated from college almost 20 years ago with a degree in mechanical engineering, typifies the sort of older candidates with diverse experiences attracted to Mr. Haberman's training programs over the years. Since college, Mr. Tilden has worked as an industrial designer and hotel manager, and served two years as a missionary in Argentina.

Joel Koeper, another paraprofessional trying to get into the program, calls the process "a good technique" for selecting teachers.

"Usually in an interview, you answer a question and they leave it alone, and you're pretty much finished," he says. "They were trying to dig a little bit deeper and see if there's anything there."

After going through Mr. Haberman's interview as part of another recent program, Carolyn Ealy is a big fan of the process. "The beautiful part about this interview is that it knows no race, color, creed, or age," says Ms. Ealy, a math and science teacher at Milwaukee's Thomas Edison Middle School.

In interviews for other jobs with the city's school system, she found she could fudge her answers, says Ms. Ealy, who now helps Mr. Haberman conduct some interviews. "This really gets to the heart" of what urban teachers do, she says.

Plenty of Minority Teachers

Mr. Haberman estimates that about two-thirds of the paraprofessionals he selects for the current program will be minorities. This, he says, proves that plenty of qualified minority candidates want to become teachers.

"We can find all the good minority teachers we want, provided we don't look in undergraduate schools of education," Mr. Haberman says. "In undergraduate schools of education, we're going to find less than 5 percent of the students are minorities, and they're going to be less bright than the minorities in the other schools and colleges."

Milwaukee does not use the term "alternative certification"—the paraprofessionals are applying for the Metropolitan Multicultural Teacher-Education Program—but the similarities are unmistakable. Mr. Haberman has trained administrators of other alternative-route programs—most notably in Texas—to use his interview, and he has recently been working with the Chicago Teachers' Union because teachers and principals there now have the authority to select teachers for their own schools.

Despite his claims of success, however, people are not exactly scrambling to get their hands on the interview form.

Part of the problem, Mr. Haberman maintains, is that many urban systems do not want to screen out any potential teachers.

"They want anybody who shows up," he says. "There are a lot of cities that would like to use this, but they can't because they need enough day-to-day subs."

And Mr. Haberman acknowledges that some people do not believe the interview works as well as he says it does. Part of that skepticism may be a product of his blunt criticism of the education establishment, which does not endear Mr. Haberman to some of his colleagues.

Some teacher educators, in particular, have said the interview eliminates candidates who could develop into good teachers, even if they fail to show that during the interview.

Other critics have said that good teaching is a personal, subjective matter that cannot be distilled into essential elements and tested in a half-hour interview.

"I can't describe 100 percent of what good teachers do," Mr. Haberman responds. "But I can describe 60 percent, and I'm happy with that."

The fact that he does not charge people to use his interview process also makes it suspect to some, he says.

"It's very hard for people to believe it's a quality product if they get it for nothing," Mr. Haberman says. "I would like to make a lot of money, but I just don't know how." ■

---

tain ingredients. . . . We have also developed a list of optional ones that would be a good idea, but we wouldn't require. [The required items] include everything from student work samples to endorsements—written statements from other faculty members or student-teaching supervisors—to field-placement observations.

Journals are something we have in as optional. Lesson plans and unit plans are required. We are also interested in the product of the student-teachers' students' work—evidence of the pupils' learning and reflective statements by the college students about what they were trying to do and why they did thus and so.

Q. What would an institutional portfolio look like?

A. There is aggregate data that would run across the student body in any of these programs, and certain surveys would probably be in there—G.P.A. information, etc. The notion is, then a visiting team would come and review the institutional portfolio. It would include samples from student portfolios, and if they want access to [more] student portfolios, that would be available. We would expect institutions to have representative samples of what is in student portfolios, and not only best work, but growth over a period of four years.

Q. How do these efforts mesh with the effort to use portfolios in precollegiate education in Vermont?

A. Independent of what they are doing in the public schools, we did indeed come to portfolios as the best way to collect and look at . . . data. The irony in using this is that we are directly or indirectly exposing would-be teachers to portfolios, which will help them in Vermont when they go out into the schools and use portfolio evaluation with their students.

Q. When would this begin?

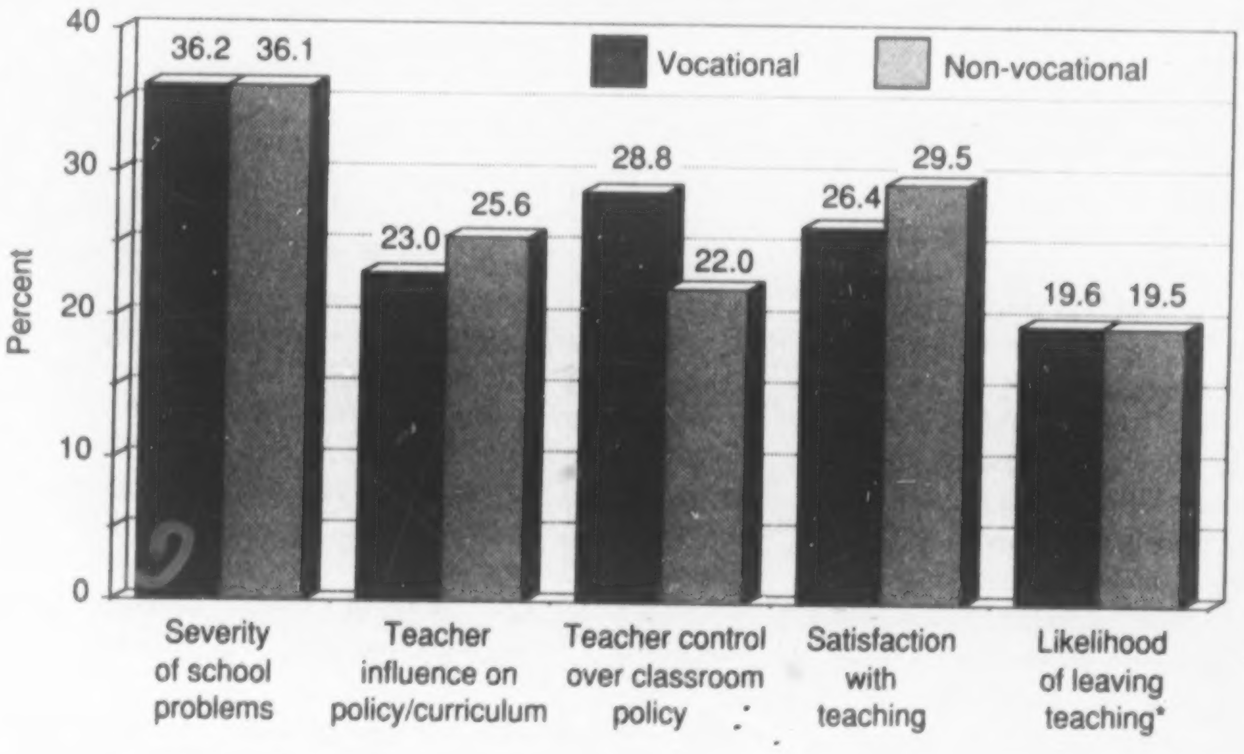
A. If it is adopted by the state board, it would begin immediately. We have some institutions that would go through it next year. They will not really be looking at graduates, they will be looking at student products. But we didn't think we could wait four years to do anything.

The other issue we've been pretty honest about is that we don't really know what this is going to cost and how feasible it is. But we've said we're ready to go ahead and two or three years into the process we may have to revisit those questions. ■

DIMENSIONS

Vocational Teachers' Attitudes

Percentage of public-school teachers of grades 9 to 12 giving "high" ratings on selected teacher-perception and attitude scales: 1987-88



* "likelihood of leaving teaching" combines the categories "Will probably continue unless something better comes along" and "Definitely plan to leave teaching as soon as possible."

SOURCE: National Center for Education Statistics

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 29 · April 8, 1992

© 1992 Editorial Projects in Education / $3.00

Asked To 'Dream,' Students Beat the Odds

From One 6th-Grade Class A National Movement Was Born

By Meg Sommerfeld

NEW YORK CITY—In March 1985, a 15-year-old named David Nieves wrote:

"A man has just knocked on my door. When I go to open it he is standing there holding a key. He tell me that life has been good to him and it's time to share that good with others. He hands me the key and says, 'With this key, you must pick a door and open it so that your life can be as good as successful as mine was and is for me.'

"Then he start to tell me what's beyond the doors. He says, 'Behind those doors there are academic subjects; Remember you must pick one, that one is your future so study it well.' Then I start to think to myself, 'Why is he giving me this?' It was like he read my mind and answered my questions and prayers and said, 'You are the future and you must do what's right for you and the world.'

"Happy birthday, Gene."

The recipient of this greeting was Eugene M. Lang, a multimillionaire New York City businessman who four years earlier had made a spontaneous promise to David and his 60 classmates at Public School 121. As the speaker at their 6th-grade graduation from his alma mater in Spanish Harlem, Mr. Lang suddenly voiced an impromptu pledge: If they completed high school, he would guarantee them the financial means to attend college.

Though study after study has painted a bleak picture of the

Continued on Page 10

Peter Barreras

Eugene M. Lang, left, talks with Denise Richardson and David Nieves, two of the original "dreamers" from P.S. 121.

High Court Eases Federal Guidelines For Desegregation

8-to-0 Ruling Reverses Decision in DeKalb Case

By Mark Walsh

WASHINGTON—The U.S. Supreme Court last week made it easier for school districts to be relieved from some federal court supervision of their desegregation programs, even when they have not implemented all aspects of their programs or when racial imbalances persist because of population shifts beyond their control.

Ruling in a closely watched case from DeKalb County, Ga., the High Court held 8 to 0 that federal judges may relinquish control of desegregation plans in stages, such as by ending supervision of student assignments while maintaining oversight of faculty allocation or other factors.

Excerpts on Pages 24-25
Reaction on Page 26

In addition, a brittle coalition of five justices held that school systems once segregated by law need not remedy racial imbalances caused by demographic shifts and other factors not under their control.

"Racial balance is not to be achieved for its own sake," wrote Associate Justice Anthony M. Kennedy for the majority in *Freeman* v. *Pitts* (Case No. 89-1290). "Residential housing choices, and their attendant effects on the racial composition of schools, present an ever-changing pattern, one difficult to address through judicial remedies."

The Court's March 31 decision reversed a federal appellate court's ruling that in order to win freedom from court control, the suburban Atlanta school system must maintain racial parity for several years simultaneously in six categories—student assignment, faculty, staff, transportation, physical facilities, and extracurricular activities.

Continued on Page 26

Academy Panel Urges Wide-Ranging Effort To 'Rebuild' O.E.R.I.

By Robert Rothman

WASHINGTON—Concluding that the Education Department's research arm has been rendered ineffective by underfunding and organizational weakness, a National Academy of Sciences panel last week issued a sweeping blueprint to "rebuild" the office of educational research and improvement.

In a report issued here that is expected to provide a strong boost to legislation currently moving through the Congress, the panel called for creating a policymaking board to oversee the agency, reconfiguring the O.E.R.I.'s research functions into "directorates" that would focus on particular problem areas, and forming a new, separate directorate that would assist state and local reform efforts.

The panel also urged a massive increase in funding for the agency—an additional $267 million a year, nearly five times what the O.E.R.I. currently spends on educational research.

If the Congress fails to provide such an increase, the report warns, "the agency's mission and responsibilities should be dramatically narrowed."

Continued on Page 23

Also in the news

5 **A New Battle**
A California teacher who refused to fight in the Persian Gulf war faces possible revocation of his license.

Redefine Role, Duties of School Boards To Focus on Policy, Report Advocates

By Lynn Olson

Local school boards should be reconstituted to focus more on education policy and less on the "micromanagement" of their districts, a widely anticipated report released last week argues.

The report concludes that many school boards have been obstacles to—rather than forces for—fundamental change in education: a problem that it attributes primarily to their tendency to become "immersed in the day-to-day administration" of schools.

"While a separate local school-governance body may well be the right choice," it continues, "the role and responsibilities of such a body should be thoroughly redefined."

The report, by a 19-member task force of educators, journalists, and businesspeople, was sponsored by the Twentieth Century Fund and the Danforth Foundation, two private philanthropies.

Officials of the National School Boards Association last week challenged the task force's conclusions, arguing that many school boards already fulfill their policymaking function.

The idea that any "radical redefiinition" of school boards is needed "incorrectly assumes that the governance of 15,350 local public-school districts across the United States . . . is monolithic," said Arlene R. Penfield, the president of the N.S.B.A.

Continued on Page 14

Parent Discontent Fuels Spirited School-Board Races in Princeton

By Debra Viadero

PRINCETON, N.J.—Caroline Angrisani can recall a time in this small university town when school-board elections generated barely a ripple of interest.

"I remember it being almost a joke," said Ms. Angrisani, a mother and volunteer in the local schools. "People would say, 'Oh, you're voting in elections for the school board and budget. What a waste of time!' "

But that is not the case anymore.

This week, eight candidates are competing for just three slots on the local school board, a larger field than most residents can remember. And many of the candidates are being backed by newly active parent groups that have strong—and substantive—criticisms of their children's schooling.

Continued on Page 12

Lawrence French

Carol B. Choye has been superintendent of the Princeton district for six years.

IN SUMMARY

Chicago Plan Rejected
Chicago's school board is under fire again by an oversight panel that has rejected the board's plan for decentralizing the school bureaucracy.
Page 4.

Bias in Teacher Contract?
Black community leaders in Toledo are charging that a new teachers' contract contains hiring provisions that discriminate against blacks and other minorities.
Page 5.

The True Cost of Drugs
Drug and alcohol dependency are contributing to increases in domestic violence, child abuse, and the placement of children in foster care, a report concludes.
Page 8.

Lead Study Questioned
A prominent researcher whose work has led to tougher federal standards on acceptable childhood lead exposure is being investigated for alleged irregularities in his data. **Page 9.**

A Cheery Conclusion
Just one day into the new fiscal year, the New York legislature approved a budget that is earning cheers from education advocates pleased at a year without cuts.
Page 16.

Deciding on Dollars
The Education Department's decision whether to use 1980 or 1990 Census data will affect the disposition of billions of federal education dollars.
Page 20.

Commentary **27 and 36**
Deadlines **30**
Federal File **20**
Focus On: Students **6**
Honors & Awards **30**
In the Press **27**
Legislative Update **18**
Letters **29**
Marketplace **31**
Philanthropy **8**
State Journal **16**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the National School Boards Association.
Begins opposite Page 18.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 29.

ACROSS THE NATION

NATIONAL

New Gun-Violence Curriculum Adopted in 5 Major Districts

A national gun violence-prevention organization last week introduced a new curriculum for grades pre-K through 12 and announced its implementation in five major school districts.

New York City, Los Angeles, Oakland, Calif., San Diego, and Dade County, Fla., have agreed to use the "Straight Talk About Risks," or STAR, curriculum beginning this spring.

Written by the Washington-based Center to Prevent Handgun Violence, a national education and lobbying group, STAR is a revised version of an earlier curriculum called "Kids + Guns: A Deadly Equation." That program was piloted starting in 1989 in Dade County, the nation's fourth-largest school district.

The STAR curriculum is designed to teach students decisionmaking, conflict-management, and other skills to help them react properly if they encounter a gun, to resist peer pressure, and to distinguish between real violence and that portrayed on television.

The curriculum also provides basic safety information for parents to help them keep guns away from children and offers a 15-minute video featuring teenage victims of gun violence.

In New York, 26 middle schools began using the curriculum last month. It is expected to be in all public schools there by the fall of 1993, school officials said.

■ **The National Center for Outcome Based Education has launched a two-year program under which eight school districts will restructure themselves to improve the overall quality of the education they provide.**

The center, a nonprofit group that works with districts to improve student learning results, announced its Quality District Project late last month.

The eight districts involved are: the Alma (Mich.) Public Schools; the Bremerton (Wash.) School District 100-C; the Sweetwater County School District No. 2 in Green River, Wyo.; the La Joya (Tex.) Independent School District; the Pasco (Wash.) School District No. 1; the Richfield (Minn.) Public School District; the Wickenburg (Ariz.) Unified School District No. 9; and the Windermere School District No. 4 in Invermere, British Columbia, Canada.

The program is based on the Quality District Paradigm, developed by John R. Champlin, the center's executive director. The center will provide training, assistance in identifying weaknesses and solutions, and support in creating plans to restructure each district. Center officials said they hope the program provides a national model for school-district restructuring.

Independent evaulators will assess the effort, center officials said. ■

■ **The United States is lagging in preventing infant mortality and other infant- and child-health problems,** a new report concludes.

The report, issued last month by the National Commission to Prevent Infant Mortality, says that babies are more likely to die young in the United States than in 21 other industrialized nations.

Although the U.S. infant-mortality rate is improving, the rate in other countries is improving at a faster pace, the report concludes. In 1989, the most recent year for which final data are available, 9.8 babies per 1,000 live births in the United States died before their first birthday. The infant-mortality rate is 50 percent lower in Japan, which has the best rate in the world.

The report also found that the percentage of low-birthweight babies has continued to increase, and that fewer women are getting adequate prenatal care.

STATES

Vermont Officials Searching for Missing Federal Job-Training Funds

Officials of the Vermont Department of Education have announced an independent audit of the department following the discovery that between $300,000 and $400,000 in federal funds is missing.

The department has been unable to account for the whereabouts of the money, given to the state by the U.S. Labor Department's employment and training office to finance a variety of job-training programs for youths.

It remains unclear whether the money has been spent or if it is buried somewhere in an obscure account. Embezzlement also remains a possibility, although Richard Mills, the state's commissioner of education, said that was an unlikely explanation.

The issue originally came to Mr. Mills's attention last December, when the state's commissioner of employment and training alerted him to a $10,000 overexpenditure in a summer youth-jobs program.

Mr. Mills then instructed the education department's chief financial officer, Peter Ryan, to investigate the matter. Mr. Ryan found the fiscal discrepancies to be far greater than initially thought.

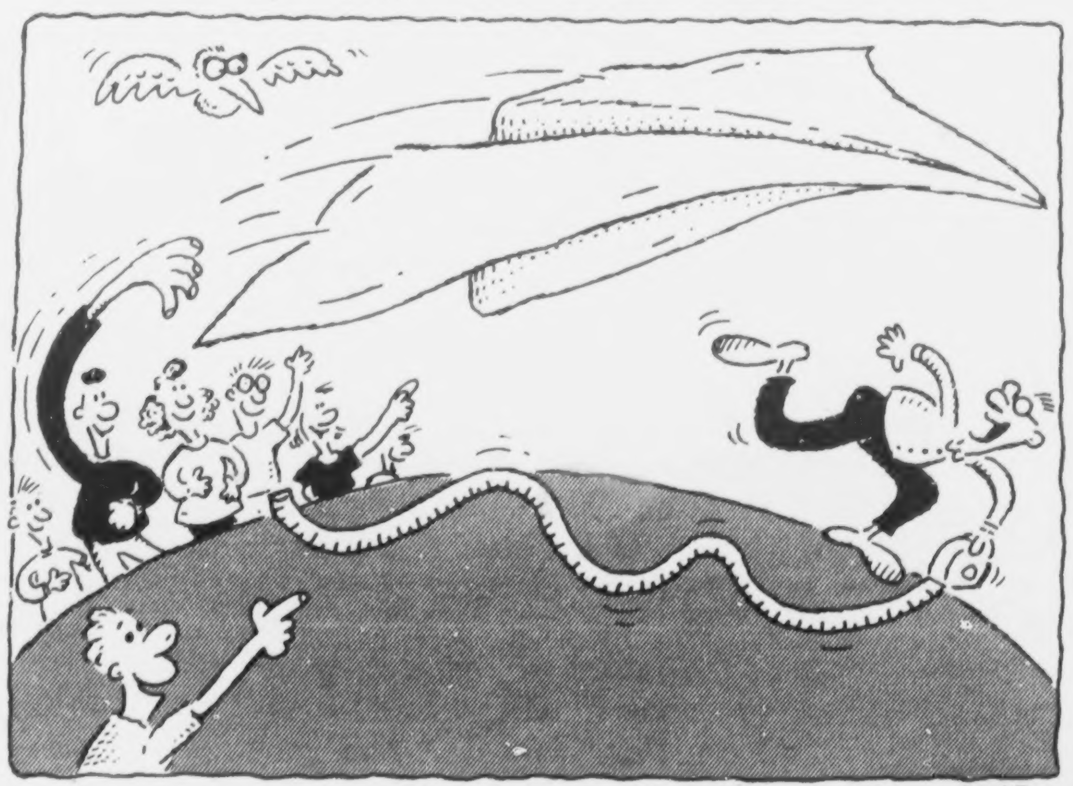
Mr. Mills said the department was already engaged in a review of its fiscal-management practices in an effort "do everything we can to anticipate the kinds of problems we're going to see spelled out in the audit report" and begin solving them.

■ **The New York State Board of Regents has adopted regulations mandating the method by which school districts in the state will include parents and teachers in their site-based-management efforts.**

The regents voted to require every district in the state to develop and adopt a plan to give parents and teachers a key role in school-based planning and shared decision-making.

Under the regulations, districts have until Feb. 1, 1994, to submit a plan to the state education commissioner for approval. Each district must establish a districtwide committee—composed of the superintendent of schools, administrators and teachers selected by their unions, and parents chosen by

Look, Up in the Air . . .


Loel Barr

Most students who spend time chucking paper airplanes at each other in classrooms probably would never think of trying to build the world's largest such craft. But that's exactly what some Virginia students had in mind when they created the largest flyable paper plane on record, the "White Pelican."

Now they're asking the folks who publish the *Guinness Book of World Records* to make it official.

This bird of a different feather was the result of a program sponsored by the American Institute of Aeronautics and Astronautics to promote technology in schools.

During the months-long project, students from Bethel, Hampton, Kecoughtan, and Phoebus high schools in southeastern Virginia combined brainpower and elbow grease with A.I.A.A. members, including some very aerodynamically inclined former engineers of the National Aeronautics and Space Administration.

As part of their effort, the students were invited to the NASA visitors' center in Langley, Va., where they experimented with computer simulators and wind tunnels, and soared in gliders to better understand the principles involved in unassisted flight.

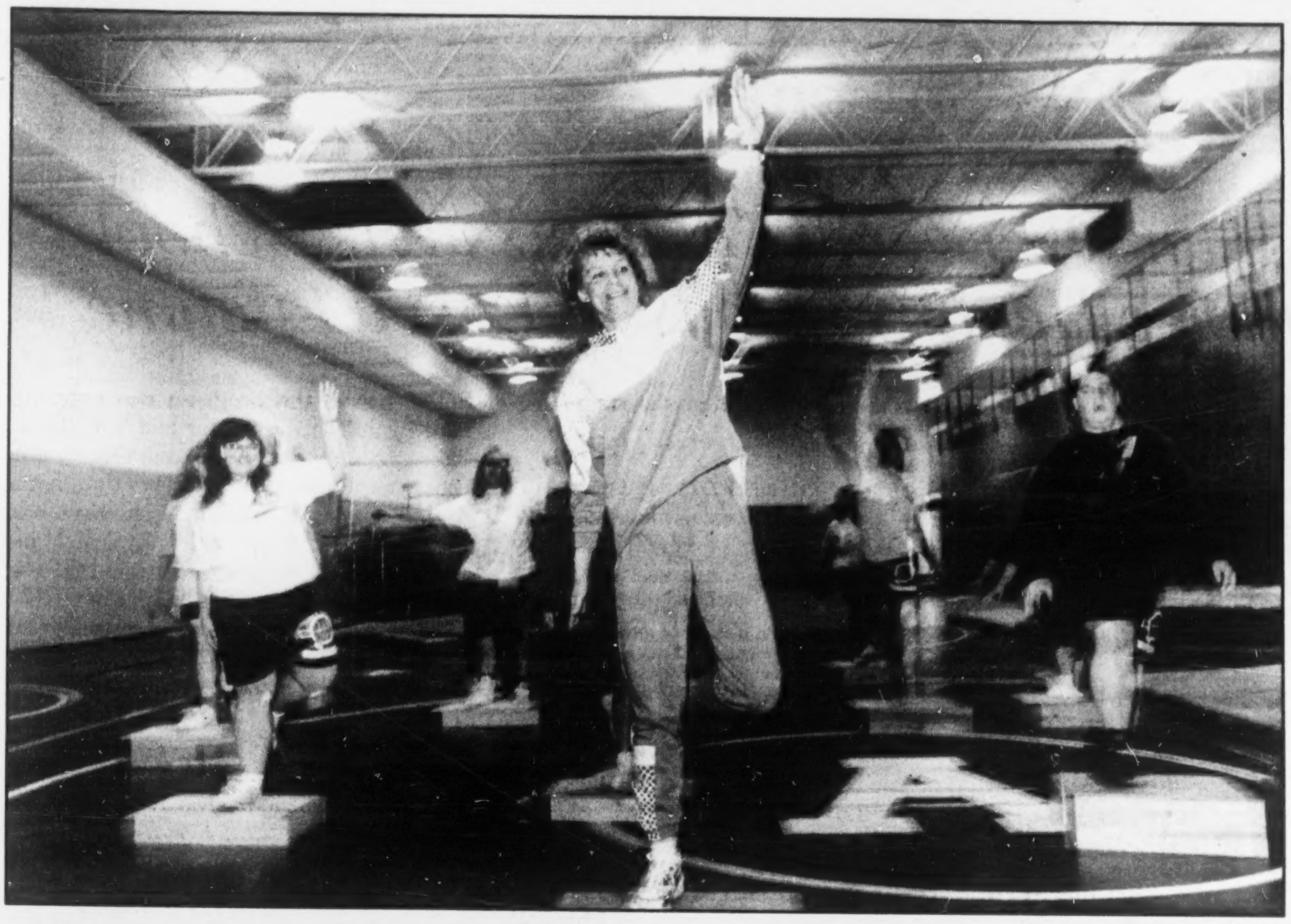
Armed only with paper, glue, and tape, students at each school created models whose best features were combined in the final product, a paper pelican with a wingspan of 30 feet, 6 inches, and weighing less than 8 pounds.

During last month's maiden flight at the NASA hangar in Langley, the White Pelican set a new world record for paper-airplane flight: 114 feet, 9 inches. The previous record was 85.4 feet, set by students in Indiana.

The record-breaking bird now holds a roost of honor at the new Virginia Air and Space museum in Hampton.

Most students "It was great seeing the students and engineers work as a team," says Ferdinand Grosveld, the A.I.A.A. project coordinator for the Hampton area. Next year, he says, students may attempt to design the world's largest radio-controlled airplane.

—S.K.G.



Photos by Yael Routtenberg

Debbie Rummel, left, leads her Physical Management class in a session of step aerobics at Antioch (Ill.) Community High School. "I didn't like myself," says Beth Chans, above, a junior who lost 30 pounds in a year and a half in the class. "I didn't look pretty, and I didn't feel pretty."

a day, and nearly 40 percent said they ate fried foods four or more times a week.

The average teenager's dependence on fast food is clearly evident at Antioch. Just steps beyond the front door of the school lies what is known locally as "Fast-Food Hell," a strip that includes virtually every hamburger, fried-chicken, and pizza chain advertised on television. Inside the school, the food situation is not much better; students can buy entrees at the cafeteria that include side orders of french fries, or purchase their lunch in a student hangout that includes a wall of junk-food-laden vending machines.

In this environment, Ms. Rummel tries to persuade her Physical Management students to adopt healthier habits. While some students learn about the physical-education elective through friends, most are recruited by Ms. Rummel, who scans the results of annual skinfold measurements taken of all of the school's students for potential enrollees. Students are eligible for the class if their body-fat ratio exceeds 30 percent if they are girls and 25 percent if they are boys.

'Change My Ways'

The class, Ms. Rummel says, has four major components: affecting positive behavior changes, such as eating more slowly; physical conditioning through aerobic exercise; maintaining a low-fat, high-fiber, and high-carbohydrate diet developed by the American Diabetes Association; and developing a positive self-image.

"A lot of kids eat because they have a lot of problems," she says. "Food is just a symptom."

Although students last year lost, on average, 18 pounds and 5 percent of their body fat, Ms. Rummel says the program is no magic bullet. "I tell kids that this is like any other diet program," she says. "Unless you want it, it won't happen."

Besides improving students' physical skills, the class provides tips for dealing with the real world. Ms. Rummel talks with her students about the best things to eat in a fast-food restaurant, and has taken them to the mall to learn how to select clothes that flatter their figures.

Students say that Ms. Rummel's interest in their health, as well as the class's content, has helped them lose weight and feel better about themselves.

Beth Chans, a junior who took the class for a year and a half, says she has been able to keep off 24 of the 30 pounds she has shed.

"My mom is really overweight," she explains. "I don't want to be that way. I had to change my ways."

"I really wanted to lose weight," she says. "I didn't like myself. I didn't look pretty, and I didn't feel pretty."

Jayme Lenhart, a sophomore, says students in the Physical Management class are supportive of each other. In regular gym classes, she says, "people would be rude to you. They would start making moo sounds."

But in Ms. Rummel's class, she says, "everyone in the class is at the same level. They understand."

Trish Jelinek, a senior, says Ms. Rummel asked her to join the class after she was hospitalized for an eating disorder.

Although students have occasionally commented about her weight and the fact that she is enrolled in a class for overweight students, Trish says that most of her peers have been supportive. "People who know I am in the class give me a lot of credit for doing something," she says.

"Sometimes I come into class feeling like crap," she says after a brisk session of step aerobics. "After a good workout, I feel better about myself." ■

Q. These are, are they not, reactions that many children would exhibit?

A. Oh, sure. There're two kinds of fearful children. One kind acquired it with no special temperament as a result of having stress in their early years—[parents'] marital quarreling, abuse, neglect.

Then there's this group. And they look the same. . . . To a teacher they would appear to be the same. But they're different.

Q. The two children are different because . . .

A. They are different physiologically. The child who acquired it has the normal physiology of most children. Inhibited children have a very excitable sympathetic nervous system [the nerve cells along the spinal column that control the heart, stomach, etc].

Q. These are the kids that tend to sit on the sidelines?

A. Often they're very smart. They don't like groups, so often if they come from middle-class homes they get the best grades in the class. They become poets and scientists and computer programmers. They pick vocations, if they're smart, that allow them to work alone and not with other people. . . .

If they are academically competent, they're lives are fine.

Q. And if they're not?

A. If they're not academically competent, and they live in lower-class neighborhoods, then they are in trouble. Because they can't use academic work as a compensation. And lower-class peer groups tend to value outgoingness, so these are the kids who are usually very anxious.

Q. For people interacting with very shy children, be they teachers, parents, what is the best way to handle them?

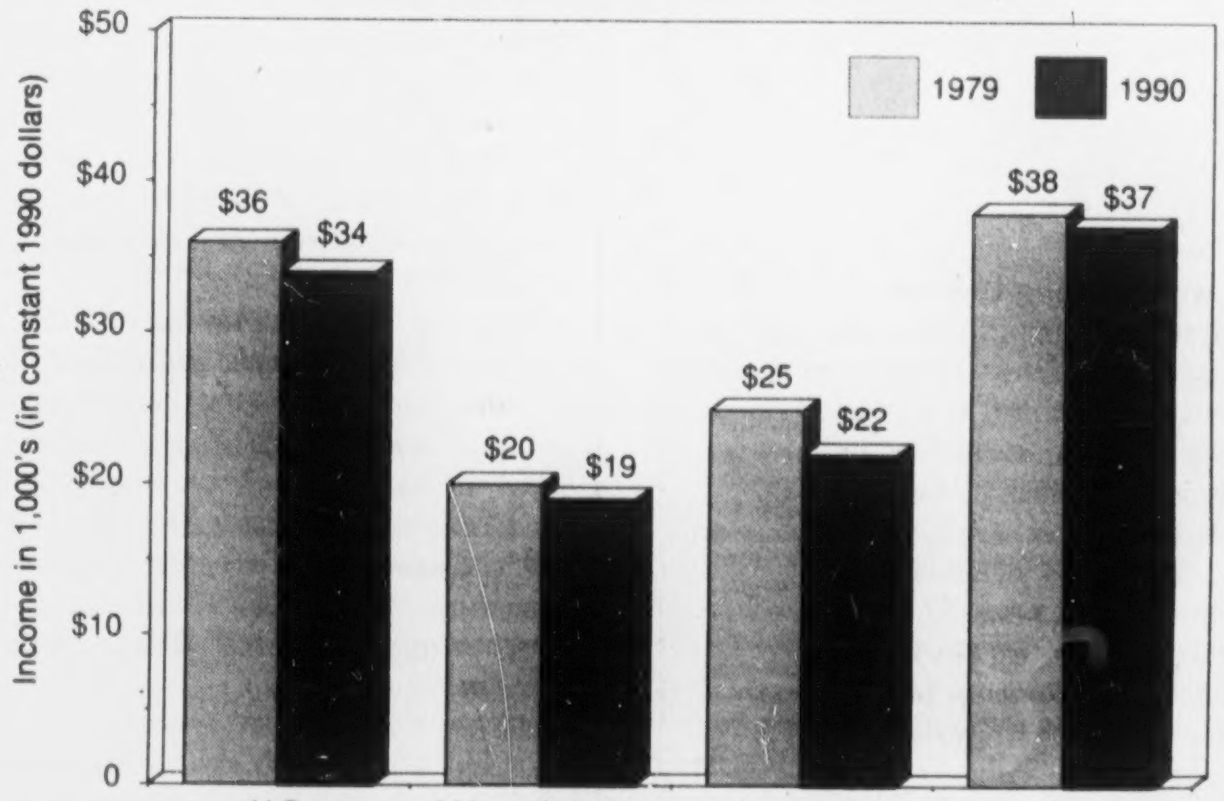
A. If you're sure you have one of these kids, you don't want to press them too hard.

These children are isolates in the classroom, and some teachers feel, well, that's very bad for a child to be an isolate, and they force them too hard. So you have to be sensitive. You don't want to put too much pressure on such children to join the group and be sociable. ■

DIMENSIONS

Declining Family Income

Difference in Median Income of Families with Children, by Race and Ethnicity: 1979-90



SOURCE: The Annie E. Casey Foundation/Center for the Study of Social Policy

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 30 · April 15, 1992

© 1992 Editorial Projects in Education / $3.00

Carnegie Report Warns of Risks To Adolescents

Study Seen Swaying Fund's Grant-making

By Ellen Flax

WASHINGTON—Unless schools, health providers, parents, and policymakers join together to help young adolescents, a large proportion of today's teenagers will face troubled and unhealthy lives as adults, a report to be issued this week by the Carnegie Council on Adolescent Development concludes.

The report—which is expected to have a strong influence on the grant-making efforts of the council's sponsoring institution, the Carnegie Corporation of New York, to promote healthy lifestyles among young people—stresses that many young adolescents have adopted risky behaviors that may endanger their future well-being.

"By age 15, about a quarter of all young adolescents are engaged in behaviors that are harmful or dangerous to themselves or others," says the report, which was scheduled to be released here at a Carnegie-sponsored forum on adolescent health.

"Of 28 million adolescents between the ages of 10 and 18, approximately 7 million are at serious risk of being harmed by health- and even life-threatening activity, as well as by school failure" it contends. "Another 7 million are at moderate risk."

Continued on Page 10

Fate of Teachers in D.O.D. Schools Uncertain After Europe Drawdown

By Millicent Lawton

Juniors at Stuttgart High School still want to order letter jackets, says Larry Sessions, the school's principal; they "haven't accepted the reality of [the closing] yet."

In the face of the massive drawdown of U.S. troops stationed in Europe, the Defense Department will close nearly 10 percent of its schools for military-related dependents in Germany this June.

Twelve schools will shut their doors, and another eight are being considered for closure, officials of the Department of Defense Dependents Schools disclosed this month.

The demise of the schools will leave hundreds of teachers, administrators, and other staff members to be transferred to other schools in the DODDS system, or possibly laid off, unless they choose to resign or retire, the officials said.

But with the school year now in its last months, individual school employees have not yet been apprised of their fates, a fact that sparks anger from some staff members and teachers'-union representatives.

Officials of the school system say they are working on matching remaining employees with staffing needs elsewhere and could have destinations for educators next month.

The closures of the schools—many others are reducing their staffs significantly to match waning enrollments—represent an "unprecedented" contraction of the DODDS system, according to Frank X. O'Gara, a spokesman in Germany for the Defense Department schools.

"This is part of your peace dividend," said Edward O. Turner, the chief of staffing for DODDS in the system's Arlington, Va., main office.

The system serves 132,000 children of U.S. military and civilian personnel stationed overseas in 250 schools in 19 countries, Marilyn Witcher, a spokesman in the

Continued on Page 18

Panel Blueprint Seeks To Relate School to Work

Teacher Education and Assessments Called Key

By Lonnie Harp

WASHINGTON—Wholesale changes in teacher education, in-service training, and student assessments are key ingredients in a long-overdue transformation of the nation's schools, a Labor Department commission on workers' skill deficiencies urged last week.

Government and education officials at all levels should make teaching more engaging and active and reinforce that focus with a new generation of tests, according to the Secretary's Commission on Achieving Necessary Skills, which issued its final report after two years of study.

"The education reforms of the 1980's demonstrated that it is futile to try to wring high performance from schools by doing more of the same," argues the report, "Learning a Living: A Blueprint for High Performance."

The report calls for a new classroom approach that stresses realistic problemsolving; teamwork that extends beyond school grounds; teacher and student interaction on projects, grading, and planning; and teachers cast as team leaders and guides rather than lecturers armed with all the answers.

In presenting the final report, top offi-

Continued on Page 10

Congress Is Pressed To Employ Chapter 1 To 'Equalize' Schools

By Julie A. Miller

WASHINGTON—Lawmakers should move beyond Chapter 1's current focus on individual remediation and use the program as a tool to force state and local officials to upgrade the quality of schools that educate disadvantaged children, a panel of Chapter 1 experts has urged.

In a particularly bold move, the independent commission of educators, researchers, and child advocates recommends that federal funds be used as leverage to force states to "equalize" the resources available to school districts.

The commission, formed in 1990 by a group of child advocates, was created to make recommendations on how the Congress can improve the compensatory-education program when it is reauthorized next year.

In a brief, interim report released last week, the panel also recommends:

- Setting standards for "real-world competencies" in academic subjects and developing a new assessment system to replace the current use of standardized, norm-refer-

Continued on Page 17

National Commitment to Parent Role in Schools Sought

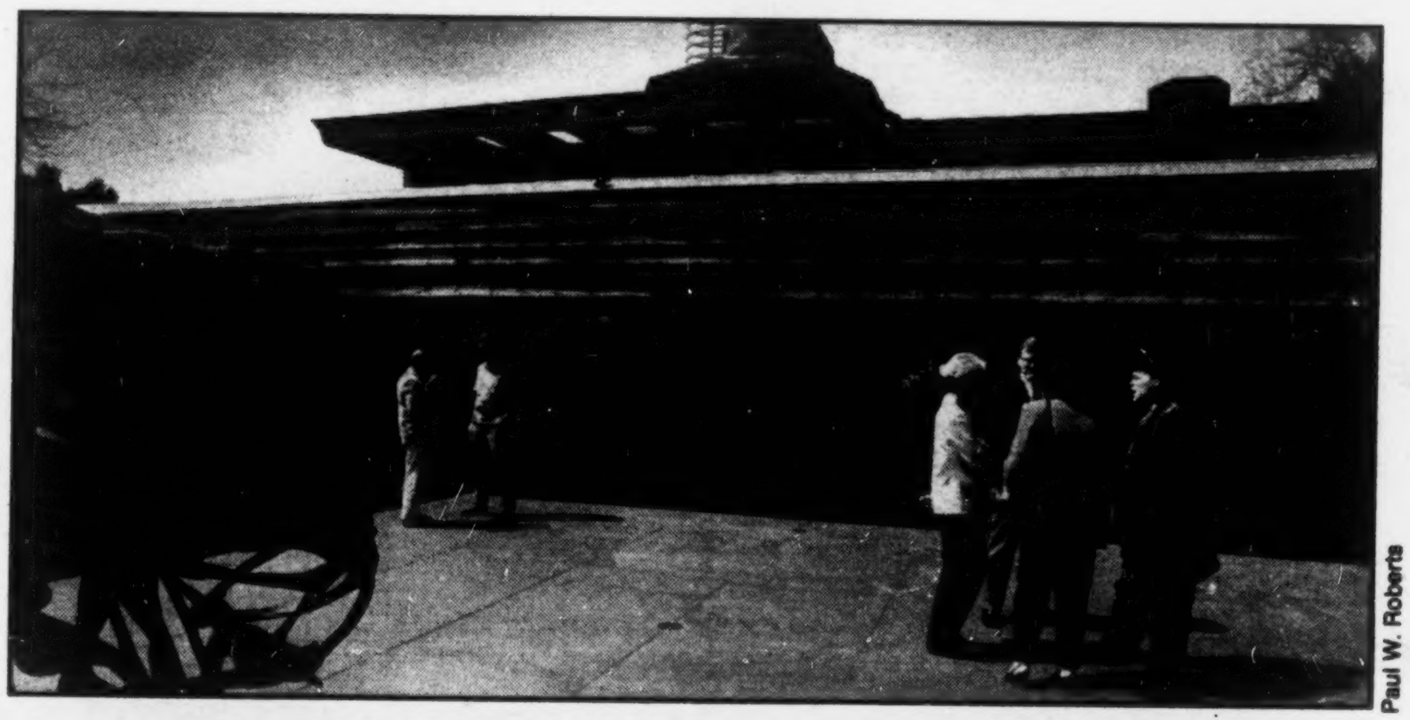
By Meg Sommerfeld

RACINE, WIS.—Improving the magnitude and quality of parental and family involvement in public schools must become a national priority, leaders of major national education associations said at a "Parental Involvement Summit" convened here last week by the National PTA.

Representatives of 23 such groups adopted a mission statement calling parental involvement "essential for the positive emotional and social development, cultural growth, and academic achievement of every child."

"As the nation focuses on educational excellence," the statement continues, "parent/family involvement must be aggressively pursued and supported by homes,

Continued on Page 11



Paul W. Roberts

Representatives of 23 groups met at the Wingspread conference center in Racine, Wis., last week to discuss ways to strengthen family involvement in schools.

Also in the news

4 **Risky Business**
Despite the risk of AIDS, nearly 20 percent of high-school students report having had four or more sex partners.

5 **On Camera**
The nation's teachers are scheduled this month to get a cable-television show all their own.

15 **Strategic Withdrawal**
Private-school groups appear to have temporarily dropped their bid for a voucher program.

IN SUMMARY

Charlotte Drops Forced Busing
After addressing the concerns of black members of the community, the Charlotte-Mecklenburg, N.C., school board has approved a plan to end the district's landmark forced-busing program. **Page 4.**

Tight-Budget Blues
Shifting policy and fiscal priorities of the federal and state governments are damaging public higher education, the presidents of 16 public colleges and universities warned last week. **Page 5.**

No Endorsements
Members of the Association for Supervision and Curriculum Development last week shied away from endorsing school choice and national standards and assessments. **Page 8.**

Teachers as 'Public Figures'
The Connecticut Supreme Court last week issued a ruling that could make it much tougher for teachers in the state to prove they have been slandered or libeled. **Page 9.**

One More Try in Texas
In an attempt to satisfy the state's supreme court, Gov. Ann W. Richards of Texas has unveiled a school-finance plan that would funnel commercial-property taxes into state coffers. **Page 12.**

Teenagers and AIDS
Federal efforts to reduce the spread among teenagers of the virus that causes AIDS have been "underfunded, uncoordinated, and largely unsuccessful," a Congressional study concludes. **Page 15.**

Commentary	**19 and 28**
Events	**22**
Federal File	**15**
Focus On: Administrators	**6**
Grants	**22**
Legislative Update	**14**
Letters	**21**
Marketplace	**23**
State Journal	**13**

CONVENTIONS IN PRINT
A special pullout guide to the annual convention of the International Reading Association.
Begins opposite Page 14.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 30.

ACROSS THE NATION

NATIONAL

School Spending, Teacher Salaries Up Slightly, N.E.A. Report Finds

Although per-pupil spending and teacher salaries are both higher this school year than last year, the increases are the smallest in a decade, according to figures released last week by the National Education Association.

"Signs of fiscal belt tightening and the recession are clearly evident in the trend of school expenditures," the N.E.A.'s president, Keith B. Geiger, said in releasing the union's 50th annual compilation of education data.

Based on information supplied by state departments of education, "Estimates of School Statistics 1991-92" includes figures on student enrollment, school employment, teacher salaries, spending on education, and other information about public schools.

According to the report, education expenditures increased 5.8 percent in 1991-92, but per-pupil spending rose just 4.5 percent, to $5,452, because of growing student enrollment.

Total public-school enrollment for 1991-92 reached 41.8 million, with elementary-school students accounting for the vast majority of the 638,000-student increase.

This year's average salary for the nation's 2.4 million public-school teachers is $34,413, the report found. That figure represents a 4.4 percent increase over last year's and is the smallest salary increase in 10 years. Average teacher salaries vary widely among the states, from a high of $47,300 in Connecticut to a low of $23,300 in South Dakota.

Noting that overall state spending on education dropped, Mr. Geiger called for increased federal spending.

"We can't sugarcoat the issue and say that school reform doesn't take money," he said. "It's time to start talking straight about what the level of federal investment should be."

The federal government's share of school spending, the N.E.A. reports, stands at 6.2 percent.

■ **The American Federation of Teachers announced plans last week to lobby state legislatures to provide training and legal guidelines for school workers who must care for increasing numbers of students with serious medical needs.**

The growing presence of such "medically fragile" students has forced educators to take on new responsibilities. Teachers and paraprofessionals are administering medications to children, inserting feeding and catheter tubes, and changing diapers—often with no training, the union says.

"The Congress and the courts have mandated that the public schools care for medically fragile children, yet no one ever said how to do this," said Loretta Johnson, a union vice president. The group is distributing proposed guidelines on the subject to its affiliates and lawmakers in the states. ■

One for the Record Books

Five students at Ysleta High School in El Paso have made history by being the largest single group of Hispanic students from a general-attendance public high school to gain admission to the prestigious Massachusetts Institute of Technology.

The news reached Alicia Ayala, David Villarreal, Jesus A. Martinez, Enrique E. Arzaga, and Liliana Ramirez at the end of March, said Roger Parks, the school's principal.

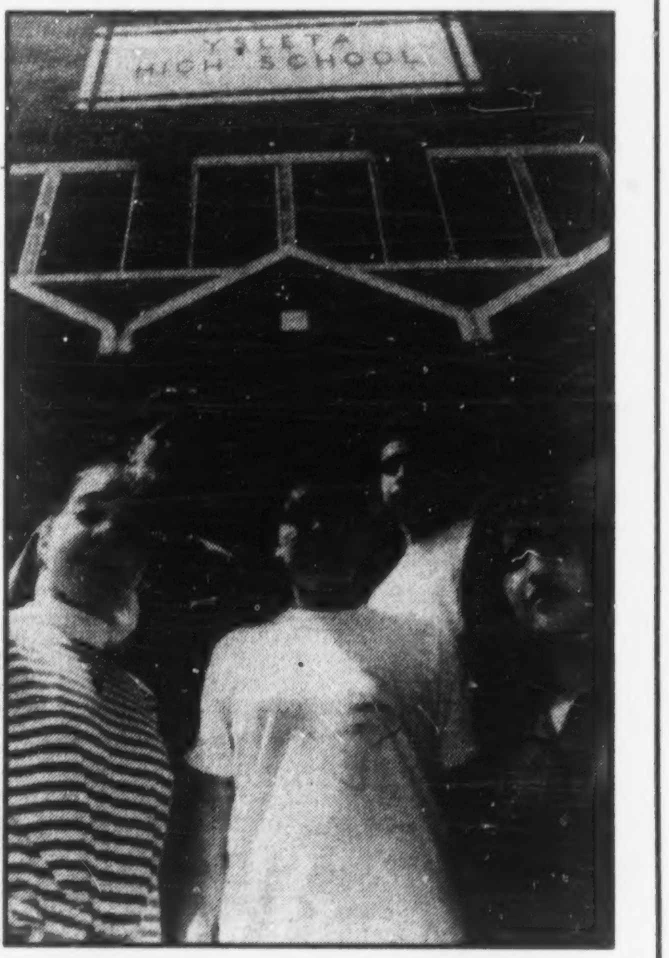
Admission to the school is highly competitive, said Joe Jasso, the assistant director of admissions at M.I.T., and most years only 1,000 out of 7,000 applicants are accepted. Race and ethnicity are not considered in reviewing candidates.

Ninety-six percent of Ysleta students are Hispanic, and the school is located in a crime- and drug-ridden part of the city. Nevetheless, other graduates of the school, including last year's salutatorian, also a Hispanic student of immigrant parents, have gone on to M.I.T., the principal said.

The students, along with 10 others from area schools, were chosen out of 55 applicants in the El Paso area who were interviewed by Tony Marquez, a local dentist and M.I.T. alumnus.

"I am very impressed with these kids," Mr. Marquez said. "They are coming from underprivileged families and are headed toward one of the most prestigious schools in the country."

Lillian Ramirez, one of the five, could not speak English when she emigrated from Mexico three years ago.



Carlos Rosales/NYT Pictures

Five students from Ysleta High School in El Paso—from left, Alicia Ayala, David Villarreal, Jesus A. Martinez, Enrique E. Arzaga, and Liliana Ramirez—are among the approximately 1,000 accepted to the Massachusetts Institute of Technology this year.

The five students say they aim to be engineers or computer analysts. Mr. Parks credited two teachers—Paul Cain, a computer-mathematics instructor, and Charles Hawkins, a physics teacher—with inspiring them.

"They are highly motivated kids with strong parental support," Mr. Parks said. "They are marvelous students and we have more like them." —V.L.J.

STATES

Vermont Educators Weigh Draft Of 'Common Core' of Learning

Educators and citizens in Vermont have begun circulating a draft outline for what students in that state should "know and be able to do" upon leaving high school.

The document, known as the "Common Core of Learning Curriculum," is based on recommendations from more than 1,200 residents attending regional forums on the subject held over the last 12 months.

Like a similar effort in neighboring Maine, Vermont's "Common Core" does not separate learning by traditional academic subjects. Rather, it sets down learning goals in broader areas, such as reasoning and problem-solving, communication, and "global stewardship."

The document notes, for example, that students should be able to "make number sense" and to know how to use "libraries and other sources of knowledge and information." And it specifies values and attitudes schools should also seek to impart to their students.

Unlike with Maine's "Common Core," however, educators in Vermont said they do not plan to have a final draft of their voluntary learning outcomes.

"This is an evolving draft," said Steven Gross, the director of the project and the chief of the state department of education's curriculum and instruction unit. ■

DISTRICTS

New York Union Chief Proposes 'Master Teacher' Program

Sandra Feldman, the president of the United Federation of Teachers, has called for creating a new category of "master teachers" who would be paid more than other teachers in New York City.

To establish advanced standards for these teachers and certify that they have met them, Ms. Feldman proposed creating a commission for professional teaching standards that would model itself after the National Board for Professional Teaching Standards.

In her remarks April 4 at the union's spring conference, Ms. Feldman said such a system would be "objective," thus distinguishing it from "the wholly discredited concept of merit pay."

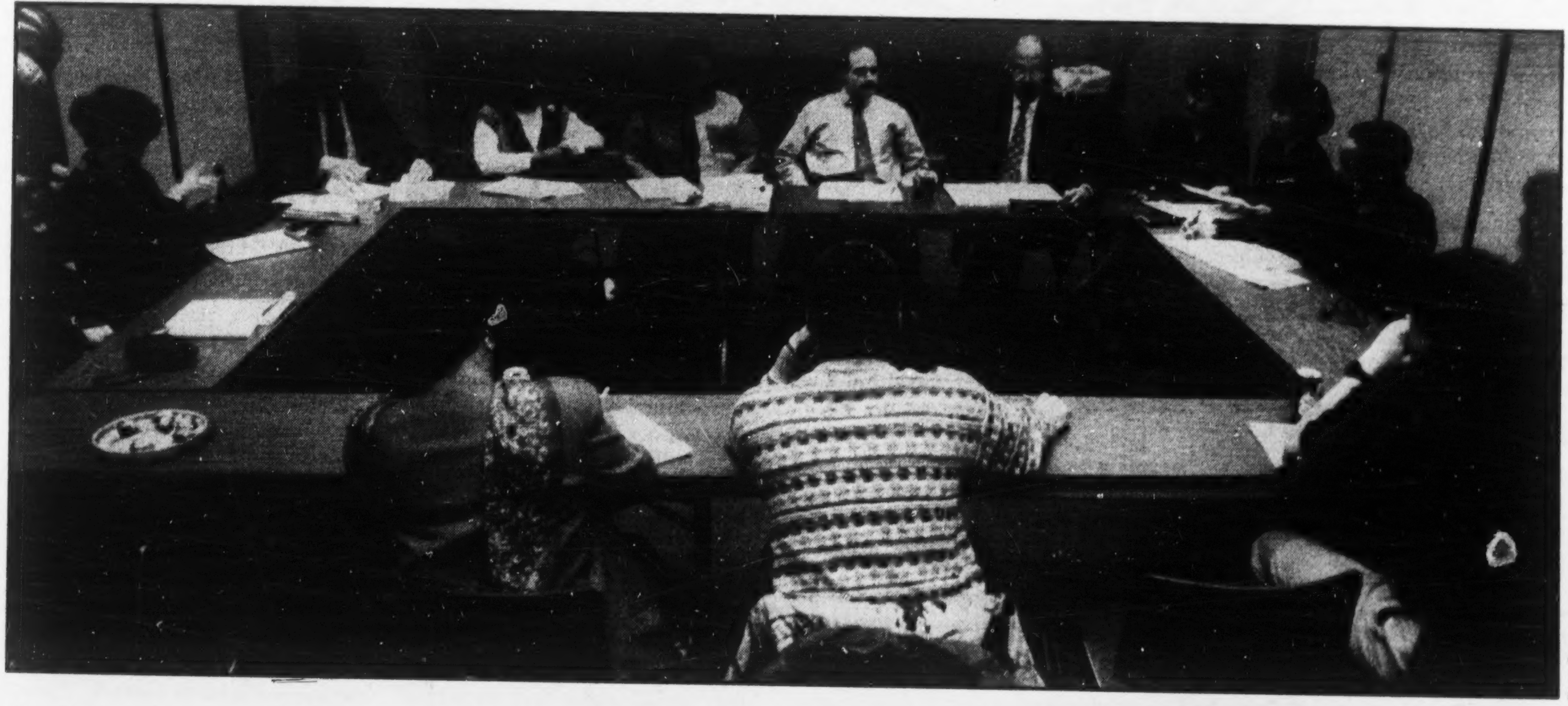
Such a system would reward experienced teachers and provide an incentive for them to continue teaching, she said, noting that the city is projected to need an additional 15,000 teachers in the next eight years.

Union officials said they hoped the proposal would be considered during contract negotiations. New York City teachers have been working without a contract since September.

■ **A New York City high-school senior accused of cheating on the Scholastic Aptitude Test has filed a lawsuit against the Educational Testing Service**, the organization that administers the test.

Brian Dalton, an 18-year-old student at Holy Cross High School in Queens, took the S.A.T. in May and November of last year. His November combined score was 1,030, up from a score of 620 in May.

An E.T.S. review board subsequently noti-



Pam Berry

Students in Harvard's Urban Superintendents Program describe the real-life experiences they gained from recently completed internships in which they helped run big-city school districts. Superintendents need to be visionary, says Robert S. Peterkin, the program's director, but they also need "the skills to bring that vision through."

the Harvard program also addresses broader issues, such as how to act responsibly while surviving politically.

"It would be foolish for somebody to take on the superintendency today who did not know how to think politically," says Susan Moore Johnson, a professor of education at Harvard who sits on the program's steering committee.

"You have to blend ideals with politics or you are not going to make it" adds Jerome Murphy, also a professor of education and a steering committee member, who says he tries to teach "politics in the pursuit of noble ends."

The program makes extensive use of case studies, with instructors throwing difficult hypothetical problems in the laps of their students and asking them to come up with the best realistic solutions.

Through such case studies and lectures by outside experts, the students learn, for example, how they should deal with student protests, or maintain good relations with the school board and city hall, or even leave their jobs when they think they cannot be effective any more.

The students put their newly acquired skills to the test through internships, where they take experienced superintendents as mentors, become heavily involved in the operation of their mentors' districts, and attempt to help bring about positive educational change.

A member of the first cohort, Douglass Ann Kinkade, who interned under Peter Negroni, the superintendent of the Springfield, Mass., school district, says her internship gave her a chance to sit in on labor negotiations, work with state committees examining school finance, and take tips from Mr. Negroni on dealing with the media.

"My internship hit on all of the areas that I needed to work on," Ms. Kinkade says.

Mr. Negroni, who went from being a principal to being a superintendent without having any formal training for the superintendency, says that he wishes a similar program had been around to prepare him for the growing complexity of his job.

"Most of us have not been trained to be transformational leaders," Mr. Negroni says. "We have been trained to be status-quo leaders."

"There are very few systems in America—I don't know of one—where you can go in and say, 'Everything is okay, you don't have to change anything,' " Mr. Negroni asserts. "Every time you enter the superintendency, you know you have to go in as a change agent."

'A Solid Group'

More than 70 percent of the students in the Harvard program are women, and almost 80 percent are minorities, a reflection of the program's express commitment to increase the representation of these groups in the field.

Nationally, by contrast, women and minorities, respectively, hold fewer than 8 percent and 5 percent of superintendencies.

"The reality is that many places are not ready for women or people of color" to be their school superintendent, contends Janice E. Jackson, one of the second cohort of students to enter the Harvard program.

Ms. Jackson and her cohorts acknowledge that their graduation from Harvard will not guarantee them jobs. But they predict that their degree would significantly speed their rise through the ranks of urban-district administrations.

When the first graduates of the Harvard program enter the field this year, they hope to stay in contact so they can swap advice and help each other's careers.

Mr. Peterkin says the program deliberately encourages each cohort of students to form a support network as they deal with the tough criticisms and the pressures of becoming a full-time student in mid-career.

"It is not usual procedure to call on another superintendent," Mr. Peterkin says. But the graduates of the Harvard program, he said, "will be unafraid to discuss the biggest success or the most critical problem with each other."

"We are bonded," says Virginia Lawrence Mayo, a member of the first group of students to go through the program.

"We are a solid group," she says. "We will always have this network to draw on." ■

Q. Having gone through this interview and selection process involving so many people, do you think it's made your job easier because people already knew you better than someone selected by the central office?

A. Oh, yeah. I think it makes it easier. A parent was interviewed on television the other day, and she said, "Well, we feel that since we're the ones who chose him, we have to support him."

Then one of the reporters asked me off-camera if they could fire me because they selected me. And I told him I thought it would be difficult because the district would turn to the parents and say, "You were the ones who picked the guy, we didn't pick him."

I was also thinking that one of the problems with the process could be if it ever boiled down to two people who were up for the job, and there were two factions in the school—say the parents wanted this one and the teachers wanted that one. Then whichever one was selected, it would be like in an election; those people who are supporting Brown are not going to be too happy when Clinton gets in there.

Q. Is this something that's feasible for larger schools?

A. I don't think it is feasible unless you run into a school in which you have a large number of parents involved, as we do here. Say we had 100 people at the meeting—there had to be at least 50 or 60 parents there. Out of 400 students, that's a pretty high percentage.

At a lot of schools, I've noticed that they have a lot of involvement of staff, but they don't have parent involvement. So quite often the staff does the selecting, not the parents. At the school I came from, there was a student body of about 2,000, and we might get 10 parents out.

The problem in L.A. is that our schools are so large. This school is one of the rarities. We've got junior-high schools with around 4,000 students, and to me, it would be very hard to work with this kind of process.

Q. In other words, people shouldn't be looking to imitate this just because it seemed to work at your school?

A. Right. This is a unique situation. At one conference I went to, a woman was talking about what they had done at her school, and she said, "If you take this and put it in your school, I can guarantee you it will fail."

Everyone looked at her, and she said, "That's because it's unique to our community." So if anyone wanted to use this method at a large school, they would have to make some modifications. ■

DIMENSIONS

Degrees in Educational Administration, 1987-88

Field of study	Bachelor's degrees requiring 4 or 5 years			Master's degrees			Doctoral degrees (Ph.D., Ed.D., etc.)		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Education administration, total	9	0	9	9,586	4,008	5,578	1,870	956	914
Education administration, general	1	0	1	6,048	2,623	3,425	1,310	687	623
Administration of special education	3	0	3	16	3	13	11	2	9
Adult and continuing-education administration	0	0	0	142	44	98	38	18	20
Education supervision	0	0	0	805	251	554	29	9	20
Elementary and secondary education administration	5	0	5	1,684	723	961	51	32	19
Higher-education administration	0	0	0	268	100	168	299	138	161
Community-college education administration	0	0	0	98	49	49	5	1	4
Educational administration, other	0	0	0	525	215	310	127	69	58

SOURCE: National Center for Education Statistics

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 31 · April 22, 1992

© 1992 Editorial Projects in Education / $3.00

Center To Publish Detailed Plan for Teaching History

Document Seen Swaying Standards-Setting Effort

By Debra Viadero

The National Center for History in the Schools is set to publish a plan for teaching history that lays out in massive detail, for virtually the first time, one group's view of what students across the nation should know about the subject and why they should study it.

The 311-page document, entitled "Lessons from History: Essential Understandings and Historical Perspectives Students Should Acquire," was developed over four years by a team of prominent scholars and educators. Its publication by the federally funded center for history, based at the University of California at Los Angeles, comes as policymakers and educators are debating setting national standards for what students should know and be able to do in most subjects.

The document, which is to be released in the coming weeks, is expected to influence the development of such standards in history.

A number of national commissions have called for revisions in teaching history in recent years and a handful of states—most notably California—have developed frameworks for teaching the subject. None, however, appears to provide as much detail on how to do it as "Lessons from History."

Continued on Page 18

How are Chimpanzees
And people alike?
Mom and a baby
Jenny
Leung

Jeff Stine

A hallway at Mark Twain Elementary School is lined with projects that students must prepare as part of the school's performance-based assessment program.

Testing Shifts From Memorization To Investigation in Littleton, Colo.

By Robert Rothman

LITTLETON, COLO.—To help her students begin working on a research project that will cap their final year at Mark Twain Elementary School here, Margie Zyzda, a 5th-grade teacher, is working with them on the topics they propose to investigate.

She takes aside one pupil, who has proposed studying the question: What are the different types of cats?

"My concern," Ms. Zyzda tells the student, "is that you will come up with a list."

Perhaps, she suggests, the pupil could study how the cats are different. Or, compare a lion with a domestic cat.

The difference between the student's initial idea and Ms. Zyzda's suggestions is at the heart of what Twain and a rapidly growing number of schools—including nearby Littleton High School—are attempting to do.

Rather than ask students to memorize facts, these schools are designing assessments that ask them to use their knowledge to solve problems and to think critically, and to demonstrate their abilities

Continued on Page 22

In a Pilot Study, Student Writing In Class Gauged

Reforms Are Rare, NAEP Results Show

By Robert Rothman

WASHINGTON—In what top federal officials called a significant advance in the state of the art, the National Assessment of Educational Progress has concluded that it can conduct a large-scale assessment of students' writing abilities by using their classroom work.

Releasing a study based on in-class writing samples from about 2,000 4th and 8th graders, the officials said last week that NAEP was able to classify and evaluate widely different pieces on a comparable basis.

But the results of the pilot study, the officials acknowledged, suggest that the capabilities of the assessment itself may have surpassed the level of writing instruction in many schools. Although the study was not based on a representative sample of students, it found little evidence of the types of practices school-based writing assessment is expected to capture, such as the use of "pre-writing" strategies and other techniques of the writing process and the composition of a broad range of pieces.

Diane S. Ravitch, the Education Department's assistant secretary for educa-

Continued on Page 24

Aiming for Literacy Across Two Generations, Even Start Teaches a Parent To Reach a Child

By Deborah L. Cohen

PEKIN, ILL.—Judy Bitner beams as she tells how her daughter, Ashley, at age 7, has already written her first book as part of a school project to encourage young authors. Her 3-year-old son, Bodie, meanwhile, is gaining an early appreciation of the written word from the stories his mother now reads to him each day.

But the 27-year-old single mother also has plenty to boast about in her own right. While Bodie attends an early-childhood program, Ms. Bitner pursues her own studies in an adjoining classroom in this central-Illinois community. Besides working on her own book—a project in which she takes obvious pride—she is honing her math, reading, and writing skills so she can earn a General Educational Development certificate. At the same time, she is mastering techniques to help stimulate her children's learning.

Ms. Bitner is a participant in Even Start, a federally funded program that combines adult-literacy and parenting training with early-childhood education in an effort to break the cycle of illiteracy that often passes from parent to child.

The Pekin Even Start Family Education Program provides educational services for parents and children, separately and together, at a center based in a technical high

Continued on Page 20

Duane R. Zehr

Lisa Smith reads to her 11-month-old daughter, Alexis Hoyle, as part of the Even Start program in Pekin, Ill.

Computer Educators: Network's Potential May Elude Schools

By Peter West

WASHINGTON—When Walter E. Massey, the director of the National Science Foundation, announced the signing of a groundbreaking cooperative agreement with the Education Department earlier this year, one program he said would benefit from the pact is the National Research and Education Network.

The network, now under development, is a high-speed computer system that by the mid-1990's will link the nation's premier supercomputing and research facilities using the latest in fiber-optics technology.

When fully deployed, Mr. Massey said, the N.R.E.N. "will allow every school to hook up to a supercomputer .. and will allow students to share data across the country and around the world."

Similarly, when D. Allan Bromley, President Bush's science adviser, joined Mr. Massey to discuss the role of the federal government in the reform of mathematics and science education before a Congressional panel last month, both touted the

Continued on Page 19

Also in the news

5 **Families in Poverty**
A new study finds younger families face dropping incomes and rising rates of child poverty.

28 **Cash for Credits**
Philadelphia's program rewarding teachers for taking college courses is raising a few eyebrows.

8 **Claiming the Title**
One year after launching America 2000, President Bush renews his claim to be the "Education President."

IN SUMMARY

Heading for Kindergarten
Most public schools do not do much in a systematic way to help preschoolers make the transition to kindergarten, a federal study concludes.
Page 4.

'Next Century' Winners
The RJR Nabisco Foundation has announced the awarding of a total of $9 million to 14 schools selected as winners in the final round of its "Next Century Schools" grant competition. **Page 5.**

Assessing Partnerships
Business-education partnerships in the United States and other Western nations are at a critical stage where they must show a long-term commitment to school reform, a new report says. **Page 10.**

Choice in San Antonio
Business leaders in San Antonio last week announced an educational choice program that will help fund private-school tuition for some 700 students from low-income families. **Page 14.**

Yonkers Settlement Approved
The Yonkers, N.Y., city council has approved an agreement to address housing segregation that had been linked, in a landmark federal court case, to segregation in the city's schools. **Page 14.**

Staring Down the Pentagon
A bill before the Illinois House seeks to force the federal government to increase its impact-aid payments or establish separate, fully funded schools on military bases.
Page 25.

'Middle States' Decision
Secretary of Education Lamar Alexander has renewed federal recognition of a regional accrediting agency that required institutions to meet a cultural-diversity standard.
Page 29.

Appointments	**34**
Ballot Box	**30**
Commentary	**31 and 40**
Deadlines	**34**
Federal File	**28**
Focus On:Curriculum	**6**
Health	**12**
Letters	**33**
Marketplace	**35**
Media	**16**
State Journal	**25**
Vocational Education	**17**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 31.

ACROSS THE NATION

NATIONAL

Americans Favor Arts Courses In Curriculum, Survey Finds

A large majority of Americans wants to see arts courses included in the regular school curriculum, a national survey concludes.

The survey, conducted by Louis Harris & Associates for the American Council for the Arts, found that 91 percent of respondents said it was important for children to learn about the arts and to develop artistic skills in schools. Sixty-seven percent ranked the arts equal in importance to history or geography, 60 percent to math and science, and 53 percent to reading and writing.

A majority of those polled said they would be willing to see cuts in administrative costs, extracurricular activities, or sports to fund arts classes.

The poll was commissioned in part to garner public support for efforts to include arts in President Bush's America 2000 program, a council spokesman said. In recent months, the Administration has come under fire for failing to include arts in the program.

The firm polled a representative sample of 1,500 adults age 18 or older by telephone in February.

■ **The governing board of the American Association for Counseling and Development has voted to change the organization's name to the American Counseling Association.**

The name change, which takes effect July 1, is an effort to clarify the identity of the association's members and define what they do.

"Counseling is the common bond that ties all of our members together, regardless of their work setting," said Marianne H. Mitchell, the group's president. The name change, she said, should "promote a strong professional identity and reinforce unity of purpose."

The association represents some 60,000 members, including school counselors. ■

STATES

Mississippi Board Discontinues Basic-Skills Testing Program

The Mississippi Board of Education has voted to discontinue the Basic Skills Assessment Program, which was mandated in the state's landmark 1982 education-reform act.

Originally, the test was required for students in grades 3, 5, and 8. Last year, the state board voted to drop grades 3 and 8 from the program to save some $400,000. The state's 5th graders are scheduled to take the test for the final time next month.

State officials said the test measured only very basic skills in reading, writing, and mathematics, and that students in the state have made such progress in those areas that the test is no longer needed.

The Mississippi Federation of Teachers had been critical of the test and said it was pleased that it had been scrapped.

State Superintendent of Schools Richard Thompson appointed a 14-member testing task force in January that is charged with reviewing the state's overall testing program. That committee is expected to make its final recommendations this fall. ■

Rallying for Higher Wages

Akira Suwa/Philadelphia Inquirer

Mark Auxter, holding his daughter Abby, speaks out as a parent for higher day-care salaries at a rally in Philadelphia. Child-care advocates in cities across the nation held rallies, town meetings, center closings, and other activities on April 9 as part of a campaign to promote "worthy wages" for child-care workers.

DISTRICTS

U.S. Judge Rejects Challenge To 'Impressions' Reading Series

A federal judge has rejected an attempt by 11 parents in Woodland, Calif., to ban the controversial "Impressions" reading series from the local school-district curriculum.

In his April 3 ruling, U.S. District Judge William Shubb said the parents' claims that use of the literature-based reading series in schools violates the constitutional prohibition against establishment of religion in publicly funded institutions were not valid. Contrary to the group's claims, he said, the reading series did not promote witchcraft or "neo-Paganism" over any other religion.

"The Establishment Clause is not violated merely because a particular governmental sponsored activity happens to coincide or harmonize with the tenets of some or all religions," he said.

The decision was hailed as a "national victory" by People for the American Way, the constitutional-liberties group that represented the school district.

Lawyers for the American Family Association, the conservative religious group that represented the parents, said they would appeal the ruling.

■ **Two students from Woodland Middle School in East Meadow, N.Y., were killed when a chartered bus returning a school group from a class trip careened off a highway in the Adirondack Mountains 95 miles north of Albany.**

The incident occured on April 11 as a Gray Line motor coach was returning the students from a three-day trip to Montreal. According to witnesses, the bus had been tailgating a car at approximately 65 miles per hour on Interstate 87 when it struck the right guide rail, swerved across both lanes of the highway, then crashed through the left guide rail and down a 70-foot embankment.

Killed in the crash were David Jeffrey Levinton, age 12, and Michael Vincent Capozzi, 13. Most of the 25 other students and three teacher chaperoning the group were treated for minor injuries and released the next day.

State police said the accident was caused by speeding and driver inattention. Ticketed for speeding was the bus driver, Dennis D. Ellis, of Brooklyn, N.Y. Mr. Ellis has a history of driving accidents, including three reported accidents and two convictions. If found guilty of speeding, Mr. Ellis faces a one-year suspension of his chauffeur's license.

Essex County investigators are preparing a report that may be presented to a grand jury for possible criminal charges, officials said.

■ **A national advocacy group has filed a federal lawsuit against the District of Columbia public-school system charging that it has failed to comply with a federal law that requires schools to ensure that homeless children have access to educational services.**

Maria Foscarinis, the director of the National Law Center on Homelessness and Poverty, which filed the complaint against the city in U.S. District Court in Washington last week, said the suit marks the first time that a city has been sued under the education provisions of the Stewart B. McKinney Homeless Assistance Act of 1987.

Photos by Photopress

From left in photo on left, Nile Oldham, Michael Souders, Eric Lagergren, and Barry Diamondstone, all scientists at the N.I.S.T., helped conduct the curriculum audit. Thomas Natolly, above, believes many involved in the audit will be future allies of the district.

tential applicants to those who reside or work in the community or who have children in the public schools, nearly half of the volunteers were medical doctors or held doctorates in a scientific field, Mr. Natolly points out.

"It was surprising to me that we were able to get the caliber of people that we did," he says.

In addition to those like Dr. Wright, who are employed by local businesses, the teams of auditors included employees of the National Institute of Standards and Technology, the Burroughs Corporation, the U.S. Public Health Service, the National Institutes of Health, and the U.S. Army's chemical-warfare laboratory at nearby Fort Detrick.

"If we went out and hired those kinds of people to do this, it would cost a fortune," Mr. Farmer notes. "For us not to take advantage of this resource, I think would be overlooking a valuable opportunity."

The community also seemed to support the audit by responding in large numbers to a survey of teachers, students, parents, and former students that was conducted early in the process.

The response by local residents, participants point out, led to an unintended consequence of the audit: a cadre of parents and other adults with a vested interest in the performance of the school system.

"I don't think that when this [report] is finally accepted [the school board] will see the end of all this," says Barry Diamondstone, the deputy director of the N.I.S.T.'s chemical science and technology laboratory, who served on the high-school auditing committee.

And, Mr. Natolly believes, the school system can count on many of the scientists as allies as they attempt to implement their recommendations.

"I honestly believe that some [of them] felt that the science program needed a great deal of adjustment," he says. "And I think they found that many concerns and preconceived ideas [they had] going in were incorrect."

'Strong Points' Noted

But, despite such strong support, the audit process has not been without its restrictions and conflicts.

"They didn't evaluate teachers; we made that very clear," Mr. Natolly says. "But they were looking at curriculum, they were looking at materials, and they were looking at facilities."

Some volunteers say, though, that they felt the schools should do more to encourage students to view science as "hard work," not just an easy elective.

Michael Souders, a physicist at the N.I.S.T. and a member of the middle-school committee, argues that schools need to establish a smoother transition between elementary schools, where science is mostly discovery-based, and later grades, where more rigorous experimentation is stressed.

But many auditors also came away from the process with a new respect for teachers and teaching.

Nile Oldham, an N.I.S.T. physicist, says that, while local elementary teachers were not always well prepared to teach science, there were "certainly strong points" to the elementary-science curriculum.

He notes, for example, that two teachers obtained permission from their supervisors to teach a unit on spawning fish, setting up an obstacle course that pupils, in the role of salmon, were required to navigate.

"They attempted to go outside of the curriculum to teach meaningful science," he says, "and they were successful." ■

---

tive process suggest there are far more commonalities than differences on such issues as standards, alternative-assessment methods, choice—all the issues that are being debated in the 1990's.

Q. Would the association be looking to strike a higher profile in those debates in this country?

A. I . . . see the association as being interested in strengthening its voice in the national, as well as, potentially, the international scene, so as to become involved and to strengthen its potential to influence the major decisions that will affect education in this country and beyond.

Q. Over the last two decades, the organization's membership has grown from about 12,000 to 160,000. What do you think has accounted for that growth, and do you think the organization's membership has stabilized?

A. There are pros and cons about growing. I think probably there will be a reassessment of the composition of the membership as it relates to numbers, in view of addressing the notion of quantity versus quality in the future. That is not to suggest that we're not going to continue to increase the membership.

But we want to be sure the needs of the existing members are being met in the most efficient way possible, and that suggests that we need to be responsive to the needs of the membership. The rapid increase in members also has implications for the governance of the association.

Q. What do you see as the most important curriculum issue facing American education?

A. There are some critical issues I would mention that I think must not only be addressed but have the potential to affect public education in a most significant way. One of those is obviously early-childhood education, where up front you try to increase the life chances of youngsters at a very formative period of their development.

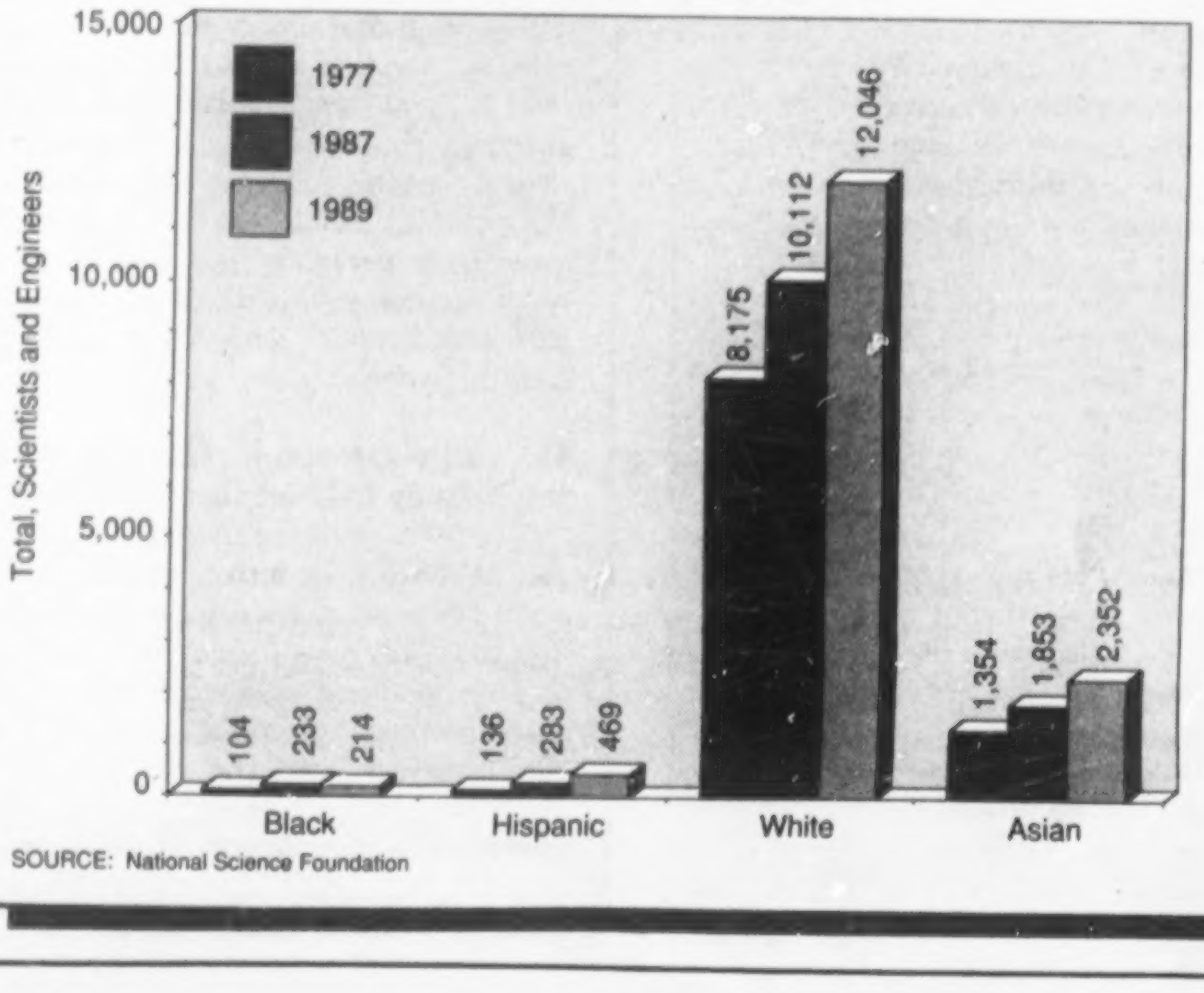
The second area is addressing the unique needs of youngsters who have been termed to be at-risk. That is to suggest addressing the needs of the haves as well as the have nots, and focusing on quality and equality of opportunity.

The third area is that of improving student performance. Another would be looking to alternative assessment tools and strategies. ■

DIMENSIONS

Science and Engineering Graduates

Number of Postdoctoral Scientists and Engineers, by Racial/Ethnic Group (in selected years, 1977-89)



SOURCE: National Science Foundation

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 32 · April 29, 1992

© *1992 Editorial Projects in Education* / *$3.00*

Education Data Seen Bypassing Disabled Youths

Measures' Reliability Is Called Into Question

By Debra Viadero

WASHINGTON—Between 40 percent and 50 percent of all students with disabilities are excluded from the sampling procedures used in some of the most prominent surveys and assessments used to measure the nation's educational well-being, according to a new study.

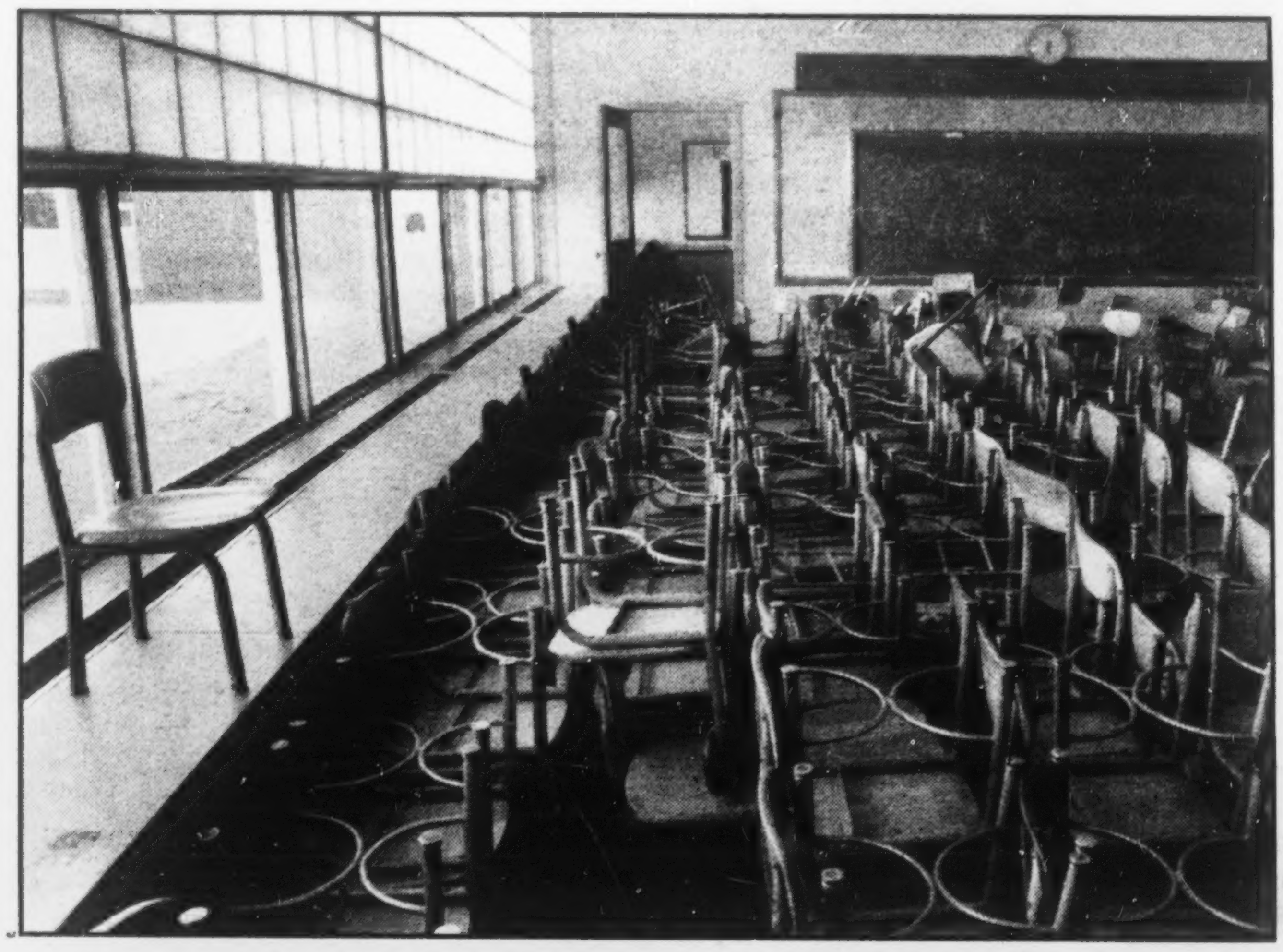
Researchers from the National Center for Educational Outcomes at the University of Minnesota, which conducted the study, said the findings raise questions about the reliability of such well-known measures as the National Assessment of Educational Progress and the National Educational Longitudinal Study. By excluding some of the students who have the most trouble learning, the researchers said, such estimates could be painting an overly optimistic picture of educational progress.

The findings come as national efforts to improve education are focusing to a great degree on such measures. The National Educational Goals Panel, for example, has begun producing annual reports on how well the nation and individual states are doing

Continued on Page 25

Cold War's End Wracks Schools in Base Town

By Mark Pitsch



Pam Berry

A classroom in Brackett Elementary School on Pease Air Force Base is used to store hundreds of desk chairs that are being sold for $2 apiece.

PORTSMOUTH, N.H.—For the educators, parents, and students of this charming port city, the end of the Cold War has meant not only an epochal shift in world geopolitics, but also a drastic educational upheaval.

Over the last three years, about 150 of the local school district's 600 employees, including 116 teachers, have lost their jobs. The 300 or so teachers who remain are the highest-paid and most senior, so that today the youngest elementary-school teacher in the entire system is 39 years old.

Four elementary schools have been closed, and dozens of students have been reassigned as a result of a controversial redistricting plan. Some of the teachers from the closed schools were able to keep jobs only by unceremoniously "bumping" less senior teachers at other schools.

More than 30 high-school courses have been eliminated, including some advanced foreign-language, gifted-and-talented, and advanced-placement classes. The number of sections available in numerous other subjects has decreased, to the point where one senior planning to study science in college was forced to choose between taking advanced mathematics or physics.

Variously described as "devastating," "horrendous," and "traumatic," these and other jolts to the Portsmouth school system are directly attributable to the March 1991 closing of Pease Air Force Base here and the resulting reduction of the student population by more than 35 percent—from nearly 3,800 in 1988-89 to an estimated 2,500 next year.

The cuts would have been even worse if school officials had not been able to rely on a powerful Congressional ally who managed to win additional federal aid for the district under a little-known provision. The Bush Administration opposes continuation of that emergency aid next year, however, and without it Ports-

Continued on Page 12

Boards of Contention

The embodiment of American democracy, local school boards are coming under attack as defenders of the status quo. While some think the existing system of lay governance is still viable, others would scrap it for an entirely new structure.

"Not only are boards a problem, but they are becoming in some ways superfluous," one critic charges. "We might be better off . . . without the middleman of the board of education."

In a special pullout report, beginning opposite Page 18, *Education Week* examines the role of local lay governance in education and the various proposals for reforming it. The special report was underwritten by the John D. and Catherine T. MacArthur Foundation.

'Turning Lives Around' Is the Goal Of Burger King-School Partnerships

By Mark Walsh

MIAMI—Business involvement in the public schools is being taken a step further at the Corporate Academy here.

While other companies have "adopted" schools or contributed staff time or money to existing reform efforts, the Burger King Corporation and its partners started from scratch in 1989 and created this alternative school for students at risk of dropping out of the Dade County schools.

That was a welcome development for Edward Carter, now 18 years old, who was frequently skipping school at Ponce de Leon Middle School before he enrolled in the corporate-sponsored program.

"The teachers didn't really care what you did—they were just pushing you through," the young man said of his neighborhood

Continued on Page 15

CORPORATE ACADEMY
A CITIES IN SCHOOLS
DADE COUNTY
PUBLIC SCHOOLS
BURGER KING ACADEMY
MIAMI

Michel Peltier

Jack Annunziata, the director of Miami's Corporate Academy, likes the school's "holistic" approach.

Minneapolis Schools Suspend High-Stakes Kindergarten Testing

By Deborah L. Cohen

Kindergartners will not have to face a familiar rite of passage in Minneapolis this spring: a 20-minute test that could determine whether they enter the 1st grade.

The so-called "benchmark test" was among the first and most widely publicized districtwide efforts to assess a child's readiness for the 1st grade.

Launched in 1984 by the former superintendent of the Minneapolis schools, Richard Green, the test was part of a strategy to reduce the incidence of "social promotion" and to hold schools accountable for results by testing students' "minimum competencies" at various grade levels.

In recent years, however, the test had drawn increasing scrutiny from educators who questioned not only the competencies it measured, but also the wisdom of retaining young children on the basis of test results.

Capping a debate that had been simmering for several years, the Minneapolis school board voted 6 to 1 last month to suspend the test for at least two years while the district pilots an ambitious set of alternative-assessment strategies.

Evaluators last week began administering

Continued on Page 16

Also in the news

4 **Pluses and Minuses**
A new study finds both benefits and shortcomings in the education experience of 8th graders at Catholic schools.

21 **Brown Reconsidered**
The Supreme Court orders a federal appeals court to take another look at desegregation in Topeka, Kan.

IN SUMMARY

On the Fast Track
Boston University is planning a new private high school that will require students to complete their first year of college work before graduating.
Page 5.

Advertising Their Opposition
A Florida group that opposes the state's child-welfare policies is running an advertisement accusing state officials of "kidnapping" children whose parents spank or scold them. **Page 5.**

Change the Channel?
A one-year study shows that the Channel One classroom television news show did not significantly increase the current-events knowledge of most high-school student viewers. **Page 8.**

Disabled Women's Plight
A national study suggests that young women with disabilities face more dismal prospects for life after high school than do their male counterparts.
Page 8.

A Difficult Transition
Despite their higher levels of achievement in 10th grade than in 8th grade, many students may be ill-prepared for the transition to high school, data from a massive federal survey suggest. **Page 9.**

Unseen Language Barrier?
Teachers often do not know when students come from a home where a language other than English is spoken, a recently released federal study concludes.
Page 11.

State Budgets In Extremis
The health of state budgets continued to decline for the third straight year and year-end balances are expected to near rock bottom, according to a 50-state survey.
Page 17.

Bilingual Education	11
Colleges	10
Commentary	27, 29, and 36
Events	30
Federal File	21
Focus On: Research	6
Honors & Awards	30
Legislative Update	19
Marketplace	31
State Journal	17

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 32.

ACROSS THE NATION

STATES

Minnesota Board Issues First Rejection of 'Charter' School

The Minnesota Board of Education has rejected a plan to allow operation of a "charter" school in the town of Rapidan after state officials expressed concerns that the proposal was simply an attempt to prevent a small school from being closed.

The board voted 6 to 2 to kill the proposal. It was the first time the board had disapproved a proposal for one of the new breed of schools authorized last year by the state legislature. The new schools are to be given wide latitude in setting curriculum and hiring and firing staff, and will be free of many state regulations.

In December, the Lake Crystal-Wellcome Memorial School Board voted to close Rapidan Elementary School at the end of this school year because of declining enrollment and a budget shortfall. A group in Rapidan then proposed the school become a "country" school teaching agribusiness to about 70 students in grades K-6.

The Lake Crystal board refused to sponsor the school, but the application was submitted by the nearby Truman district.

Commissioner of Education Gene Mammenga had recommended that the state board reject the proposal, citing the lack of local support for it.

The board previously approved schools in Winona and Toivola-Meadowlands. Under the law, up to eight charters may be granted.

■ **A federal appeals court will not reconsider its ruling that a University of Maryland scholarship program for black students is unconstitutional.**

The U.S. Court of Appeals for the Fourth Circuit in Richmond, Va., voted 10 to 2 to uphold its reversal of a lower-court ruling. The reversal was made by a three-judge panel, and the university asked that it be reviewed by all 13 members of the appellate court. One judge did not vote on the matter.

The three-member panel said the scholarships would be legal only if the university proved that they remedy existing discrimination at the school.

Earlier, a federal district judge in Baltimore ruled that the university's Banneker Scholarships were legal after a Hispanic student, Daniel Podberesky, challenged the program as an unconstitutional set aside for black students. ■

DISTRICTS

Cincinnati Teacher-Transfer Policy May Consider Race, Court Rules

The U.S. Court of Appeals for the Sixth Circuit has ruled that the rights of Cincinnati teachers are not being violated by a district policy that takes race into account in deciding teacher transfers.

The policy "is substantially related to an important government objective" in that it is designed to keep the faculties of the city's schools racially balanced, the court said in a recent decision.

Although the policy allows the Cincinnati Board of Education to consider race in determining teacher assignments, it affects black and white teachers equally and, thus, cannot be seen as establishing racial preferences, the three-judge circuit-court panel said in upholding a decision by a federal district court.

The Cincinnati Federation of Teachers had brought suit alleging that its members suffered racial discrimination under a teacher-assignment policy that requires the racial composition of each school's faculty to be within 5 percent of the district average.

The board adopted the assignment policy in 1974 in response to a school-desegregation suit and preserved it even after being released last year from a voluntary consent decree authorizing federal court oversight of its desegregation efforts.

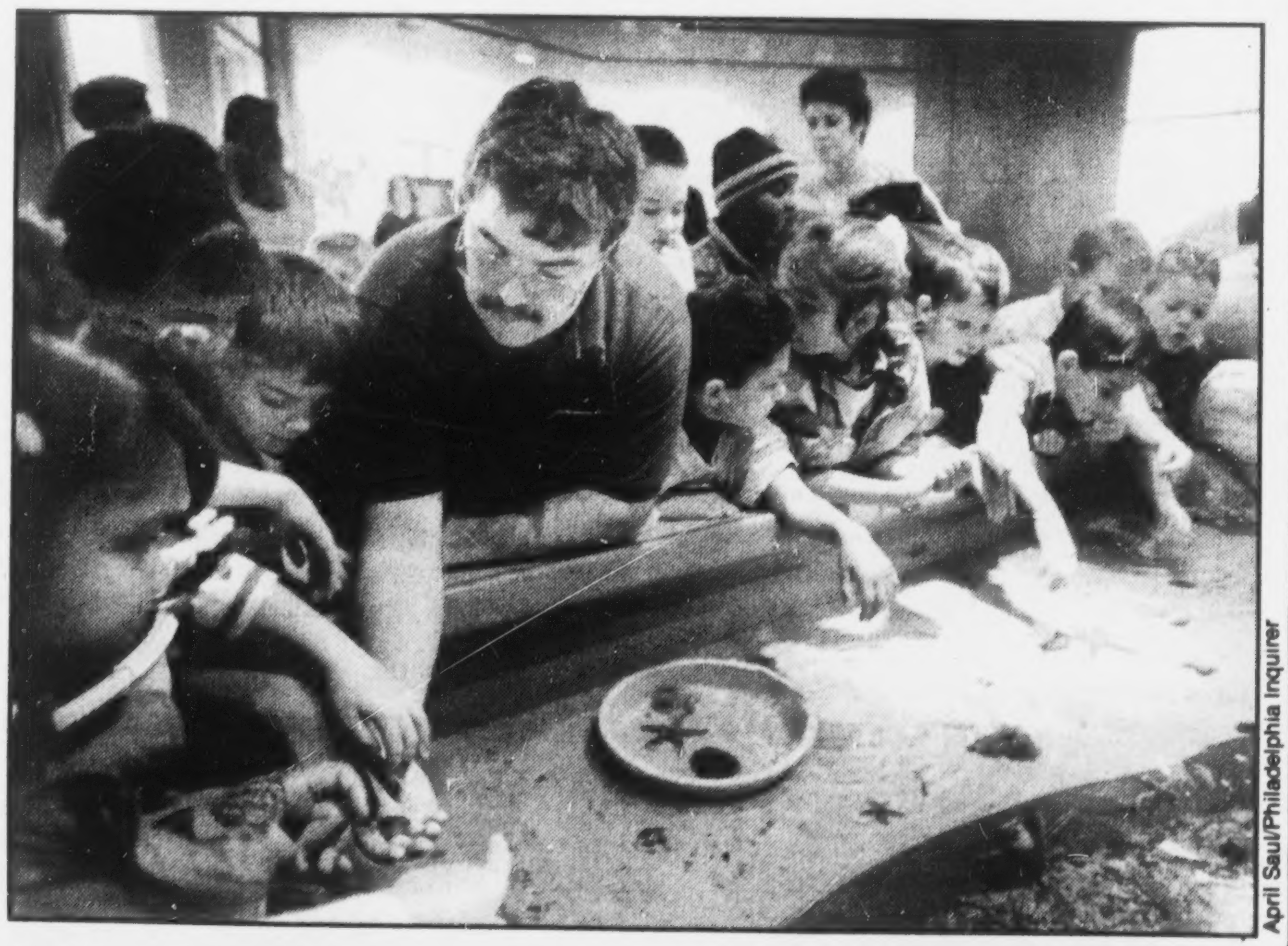
■ **Teachers in Fairfax County, Va., have threatened to launch a nationwide adverse-publicity campaign against the county to protest cuts made by county supervisors to the school budget.**

The Fairfax Education Association last week said it is considering placing advertisements in *The Wall Street Journal* and a number of local newspapers this week, urging businesses to think twice about moving to the county.

The county's economic-development authority has run ads in *The Journal*, *Fortune Magazine*, and other business publications touting the high quality of its schools. The budget approved last week by the Fairfax County Board of Supervisors doubled the allotment for similar advertising designed to attract new businesses. After meeting with county officials, union leaders said they would temporarily postpone acting on their threat, but they have an ad ready to run at short notice.

"Fairfax County public schools *were* among the best in the nation," the union's ad says, "but that can no longer be said. . . . Before you move your company to Fairfax County, be sure to come in and look around. You may not like what you find."

Close Encounters



April Saul/Philadelphia Inquirer

Jack Carr, the public-programs director at the New Jersey State Aquarium in Camden, shows a group of students from Gloucester Township (N.J.) School starfish, sand dollars, and snails in the new facility's "petting zoo."

Faced with a $90-million deficit for the next fiscal year, the Fairfax supervisors cut $25 million out of the schools' budget and froze teachers' salaries—including seniority increases—for the second year in a row.

The Fairfax teachers' union, meanwhile, has also joined a coalition of county employee groups that are calling on their members to boycott local restaurants. The employee groups are targeting the leaders of a vigorous campaign by restaurant owners to defeat a proposed 4 percent meals tax. Receipts from the proposed tax, which county voters decisively rejected earlier this month, would have helped limit the amount of money cut from the schools' budget.

■ **The Lee County, Fla., school board voted last week to establish a booth where students can be tested for the virus that causes AIDS at a high-school health fair next month.**

By a unanimous vote, the board said that the Lee County AIDS Task Force and the local health department can provide confidential testing for the human immunodeficiency virus to students who are at least 18 years old at the health fair.

Students will make appointments in advance with the school nurse to be tested in the auditorium, and will be given counseling both before the test and after the results are in, said Elizabeth Harmon, the district's administrator of comprehensive school health and drug-free schools.

If the board is satisfied with the program, testing may be expanded to health fairs at all seven district high schools next year, she said.

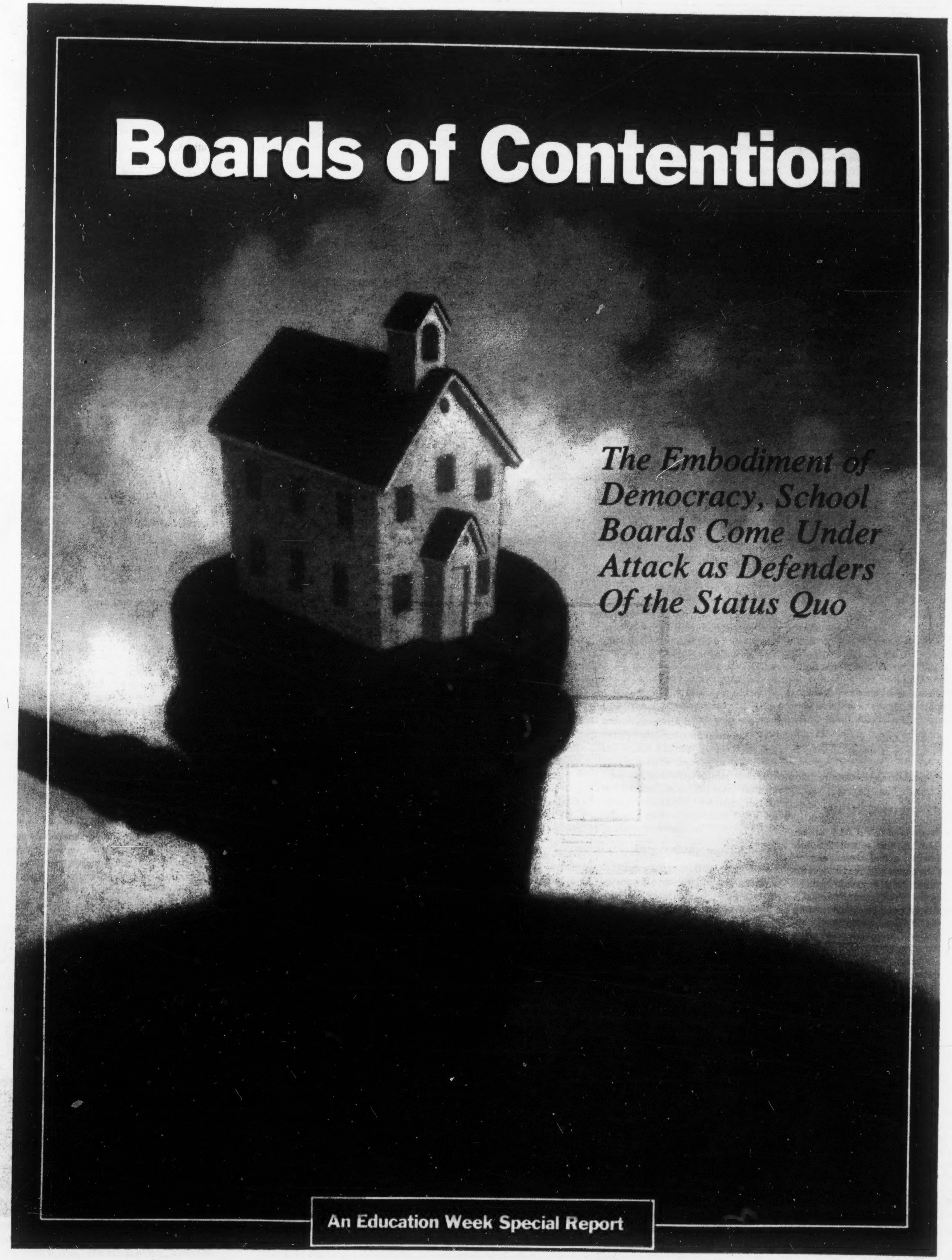
According to the Center for Population Options, 35 school-based and school-linked health clinics, most in large urban areas, provide H.I.V. testing to adolescents.

■ **The owner of a day-care center in Farmville, N.C., was convicted last week on 99 of 100 charges of sexually abusing 12 children enrolled there.**

After two weeks of deliberations, a Pitt County Superior Court jury found Robert F. Kelly Jr. guilty on 4 counts of rape, 46 of taking indecent liberties, 36 of first-degree sexual offenses, and 13 of crimes against nature.

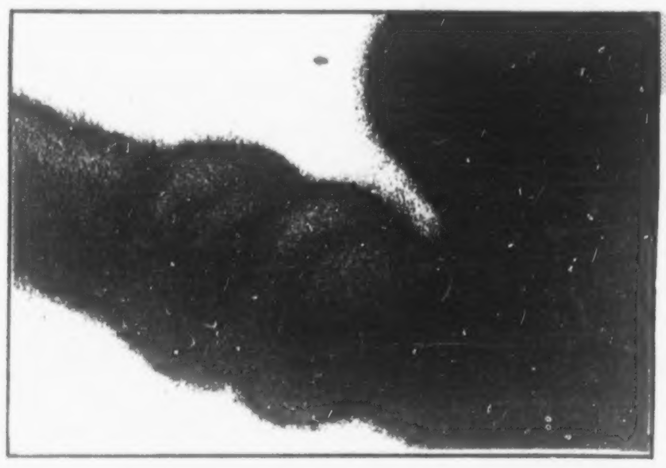
The trial of Mr. Kelly, who had operated the Little Rascals day-care center, lasted eight months and cost taxpayers an estimated $1.2 million. The duration and cost drew comparisons to the McMartin Pre-

Boards of Contention



The Embodiment of Democracy, School Boards Come Under Attack as Defenders Of the Status Quo

An Education Week Special Report



Boards of Contention

INTRODUCTION

The Embodiment of Democracy, School Boards Come Under Attack as Defenders of the Status Quo

By Lynn Olson and Ann Bradley

Last July, Massachusetts abolished the nation's first elected school board.

After more than 200 years, Gov. William F. Weld replaced the popularly elected Boston School Committee with one appointed by the mayor.

"The citizens of Boston will be disenfranchised by this legislation," Governor Weld acknowledged at the time. But, he said, Boston's schools are "in desperate need of fundamental change."

Rarely in American history have school boards been under such attack.

Today, a combination of forces—ranging from ever-increasing state mandates to fast-changing demographics—has come together to threaten an institution once considered synonymous with public education in the United States.

In districts throughout the country, radical governance ideas are taking hold. Parents can now choose from among public schools; schools have been empowered to decide whom to hire and how to spend their money; and the operation of entire school districts has been delegated to private management firms.

As the educational landscape shifts, most agree that the roles and responsibilities of school boards cannot possibly remain static.

While some think the existing system of local lay governance of education is still viable, increasingly vocal critics are calling for major changes. Some would even scrap it for an entirely revamped infrastructure.

'Superfluous Institutions'?

"Local school boards are not just superfluous; they are also dysfunctional," Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University, has written, expressing one of the strongest views on the subject.

"At a time when radical alterations are needed throughout elementary-secondary education," he argues, "school boards have become defenders of the status quo."

Far from contributing to education reform, adherents to Mr. Finn's line of reasoning contend, school boards have become part of the problem: mired in minutiae, prone to meddling, resistant to change, and victims of public apathy toward elected government in general.

"I think a lot of school boards are taken in by the bureaucracy and fed the kind of information that would please them," says Herbert J. Walberg, a professor of education at the University of Illinois at Chicago, who recently edited a book on school boards. "And since many of them are essentially amateurs and only stay on the board for two or three years, it's a way that the education establishment maintains the status quo."

Mandates From Above

Whether one shares such critics' views or not, school boards clearly are caught in the crossfire of rapidly changing ideas about who should control public education in America.

The 1980's witnessed an unprecedented growth in state control of education, as one state after another passed comprehensive reform laws dealing with everything from who should teach to the content of the curriculum.

State financing for public education is also approaching local expenditures for the first time in history. According to the National Center for Education Statistics, the state share of K-12 schooling is now 46.4 percent; the local share is 47.6 percent.

In the midst of such changes, local school boards have been largely left out of the debate.

"Local boards never, ever caught the big picture of what needs to be done in public education," says Howard M. O'Cull, the executive director of the West Virginia School Boards Association, "and because they haven't, states simply moved the policy arena to the state capital."

By 1986, a national poll of school-board members revealed high levels of anxiety about the intrusiveness of state policymaking into local affairs.

The potential creation of national standards and assessments in education could undermine local control still further.

Threats From Below

Hemmed in by mandates from above, boards have also found themselves challenged from below.

If schools are empowered to make decisions about everything from budgets to curricula—as many reformers now advocate—then boards of education cannot continue to exercise the same kind of direct management they have in the past.

The rapid growth of parental-choice plans that enable youngsters to attend schools outside the district in which they live has also threatened the sovereignty of school boards.

Finally, the competing demands on boards from a host of special-interest groups have resulted in what some observers describe as "policy gridlock," in which boards cannot possibly satisfy all parties.

Today, argues Michael W. Kirst, a professor of education at Stanford University, education is being pushed and pulled by a "fragmented, elevated oligopoly" in which no one group has central control of the schools.

Although every state but Hawaii delegates substantial authority to local boards of education, critics charge that their role is becoming increasingly irrelevant.

A 'Vast Wasteland'

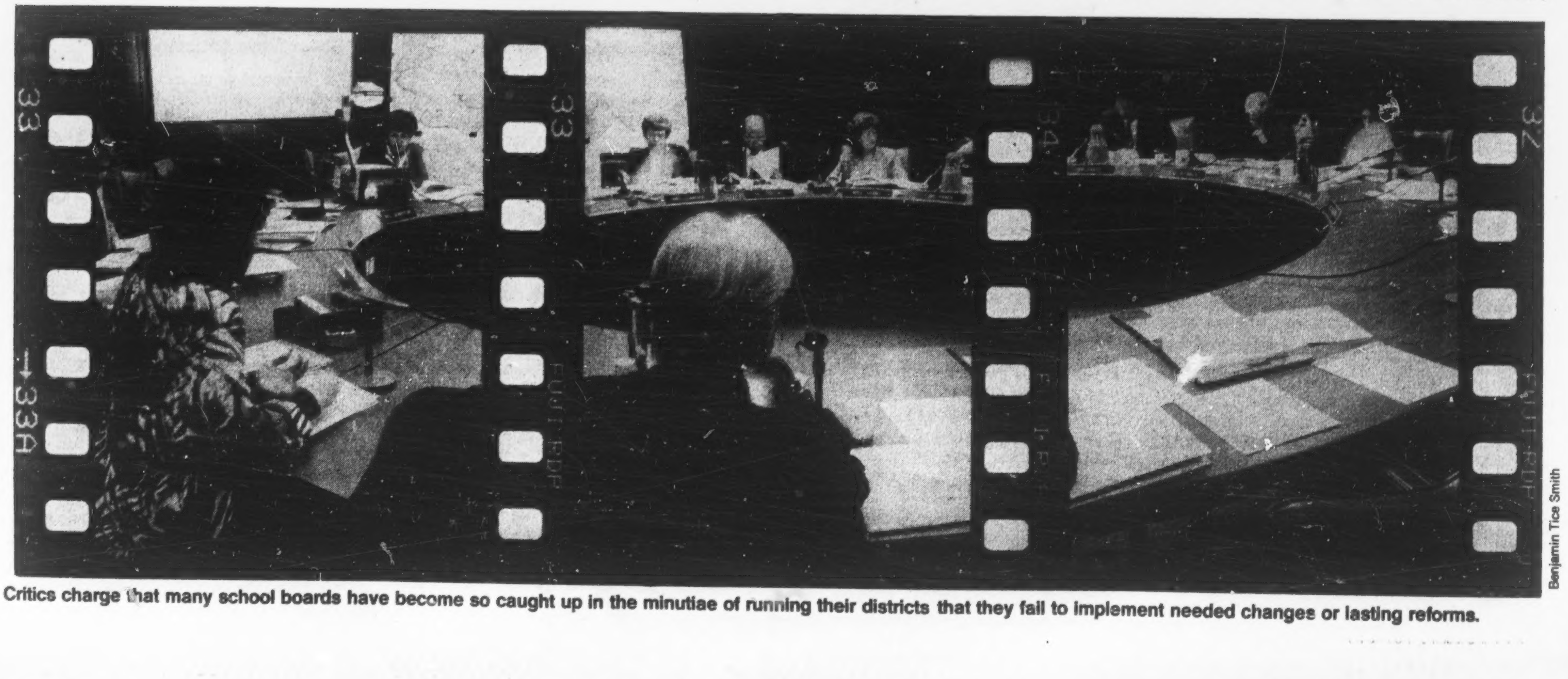
Worse yet is the sense that school boards have lost their internal compass: that clarity of vision and purpose needed to steer an organization.

John Carver, an expert on private and nonprofit boards, describes local lay governance of education as a "vast wasteland."

Even if board members received the best training and acquired the discipline to fulfill their roles as defined by conventional wisdom, he argues, "they would simply have learned to do the wrong things better than before."

As most currently operate, Mr. Carver and others assert, school boards are collections of misguided talent that have the potential to accomplish far more for children than they do.

"It's not that many people see school boards as being damaging to the system," says Sharon Brumbaugh, a former board member in Pennsylvania, "but that they



Benjamin Tice Smith

Critics charge that many school boards have become so caught up in the minutiae of running their districts that they fail to implement needed changes or lasting reforms.

Michael Ainsworth

School-board members sometimes describe themselves as the "arm of the community." Trini Garza, center, a member of the board of trustees of the Dallas Independent School District, chats with members of the audience following a board meeting.

are not using the powers they have to bring about change in the system."

Amazing Diversity

With 97,000 members on more than 15,000 public-school boards in the United States, it is hard to generalize about their functioning. The diversity is astounding.

They range from the seven-member New York City Board of Education, whose system has more students than there are residents in the state of Rhode Island, to the five-member school board in Big Cabin, Okla., whose entire 58-student population could fit into a few New York City classrooms.

In 1990-91, 54 percent of the nation's school districts enrolled fewer than 1,000 students each. But 4 percent had enrollments exceeding 10,000—accounting for nearly half of all students nationwide.

"The danger," Theodore R. Sizer, a professor of education at Brown University, cautions, "would be for policymakers to generalize about anything as diverse as school boards and, on the basis of that generalization, suggest policy."

The Urban Crisis

Most of the national media attention paid to school boards in the past couple of years has focused on the turmoil and dissension on big-city boards of education.

In 1990, 20 of the 25 superintendencies in the largest urban districts were vacant. And media accounts blamed the problem, at least in part, on the personal agendas, daily meddling, and inappropriate behavior of board members.

"Constructive board-superintendent relationships have collapsed almost entirely in many large cities," contends a report on school boards released this month by the Twentieth Century Fund and the Danforth Foundation. *(See Education Week, April 8, 1992.)*

Most big-city superintendents now last less than three years on the job.

Others attribute the turnover to the dwindling size and quality of the selection pool from which urban executives are chosen. They argue that some tension between school boards and their chief executive officers is inevitable, since lay boards must rely on these professionals for most of their information. When board members show any inclination to pursue data on their own, they are quickly accused of meddling. And the lack of trust on both sides can become explosive.

'Impossible' Task

In some cities, evidence of patronage and the sheer inability of school boards to deliver a solid education to their charges has led to unprecedented measures.

The Jersey City and Paterson districts were taken over by the state of New Jersey, and their existing school boards were disbanded. Boston University assumed operation of the Chelsea, Mass., schools.

And in Chicago, a coalition of advocacy groups pushed through a reform law that created popularly elected councils of citizens, parents, and teachers at each school, gave them the authority to choose principals and spend discretionary funds, and significantly curtailed the powers of the central board.

The vast size of many urban school systems—combined with the daunting social problems they face—has led some scholars to suggest they are simply ungovernable.

"It's not that board members are malevolent," says John E. Chubb, a senior fellow at the Brookings Institution. "It's that they're responsible for a task that is basically impossible."

A Common Problem

But the problems with school boards are

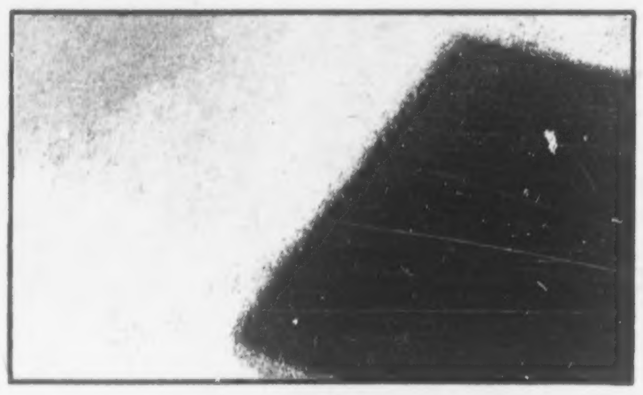
Continued on Page 5

The Typical School-Board Member

Sex:	Male
Age:	41 to 50 Years
Race:	White
Marital Status:	Married
Children in School:	One or More
Education:	Advanced Degree
Occupation:	Professional or Managerial
Family Income:	$40,000 to $49,999
Home:	Homeowner
Community Type:	Suburban
School-System Enrollment:	1,000 to 4,999
Board Experience:	One to Five Years
Board Size:	Seven Members
Selection Method:	Elected

BASE: Random sample of 4,841 school-board members who subscribe to *The American School Board Journal*, of whom 1,306—or 27 percent—responded.

SOURCE: *School Board*-Virginia Tech Survey, 1991



IN SUMMARY

Boards of Contention

A host of forces has combined to threaten school boards, once seen as synonymous with public education. 2

A Steady Erosion

Historically, both education professionals and larger units of government have challenged boards. 4

'All Things to All People'

In serving the interests of boards, the N.S.B.A. and its state affiliates have not made reputations as reformers. 8

Cadillac-Style Boards?

Renewed attention is being focused on the pay, perquisites, and spending of school-board members. 10

Disarray in Dallas

Members of the Dallas board of trustees, spurred by a scathing state report, strive to clean up their act. 11

Staying the Course

The Parsippany-Troy Hills Township board of education in New Jersey looks for modest improvements. 11

'You Better Listen to Us'

Teachers' unions and other special-interest groups strive to elect friendly board members. 15

Taking Aim at Training

Despite mandates, critics say most training offerings do not help board members learn to govern effectively. 19

Seven Days a Week

For William M. Soult, serving as a school-board member is a time-consuming commitment. 20

Up for Discussion

Proposals to fix boards range from making modest changes to ditching the system and starting over. 23

Promoting Change

While seldom initiating innovations, boards are crucial to ensuring they are carried out, research has found. 24

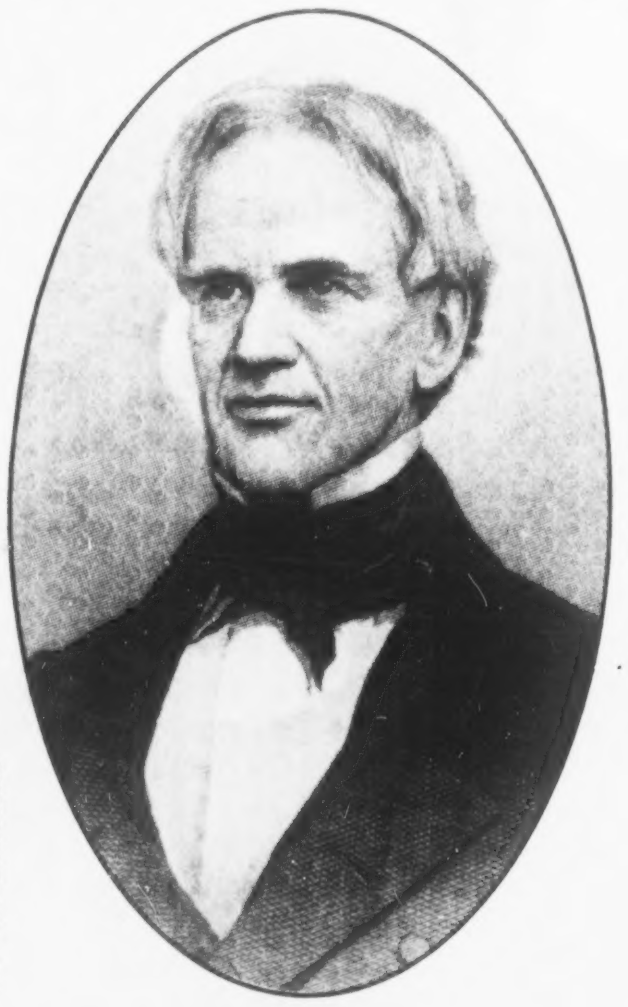
The Balance of Power

In response to evidence of political patronage, Kentucky lawmakers stripped boards of many of their powers. 26

Education Week is published by Editorial Projects in Education Inc. Editorial and business offices are located at: 4301 Connecticut Ave., N.W. Washington, D.C. 20008. Telephone: (202) 364-4114. Subscription: $59.94 for 40 issues (1 year).

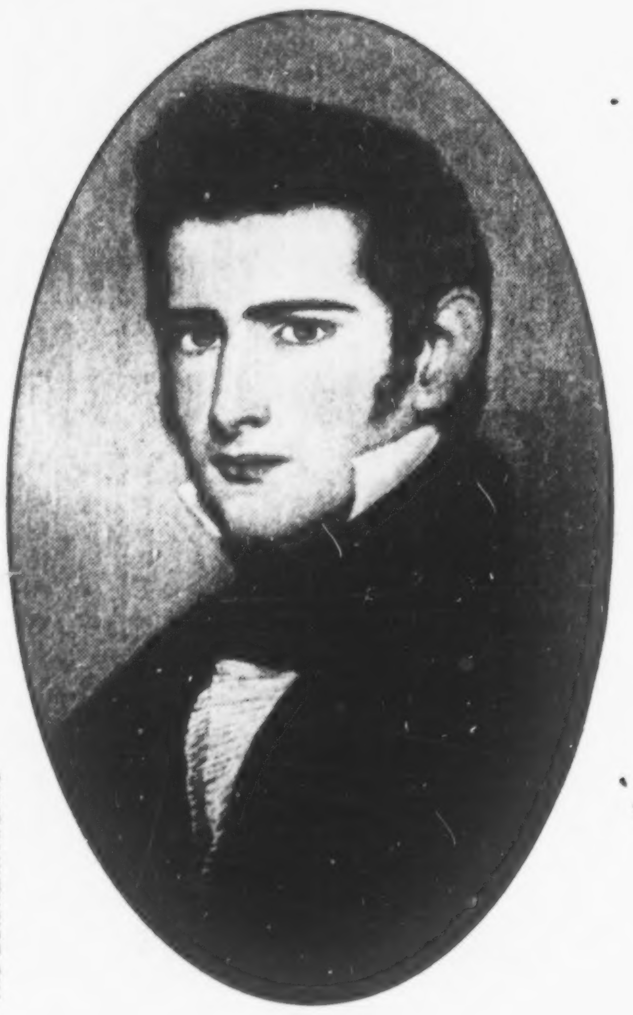
To order extra copies of "Boards of Contention," send $4.00 (check or money order, please) to: Education Week, Boards of Contention, 4301 Connecticut Ave., N.W., Washington, D.C. 20008. Special bulk rates: Call Christina Jessie (202) 686-0800.

Cover Illustration by Rob Colvin



The Bettmann Archive

Reformers such as Horace Mann, above, and Samuel Gridley Howe, below, led a "crusade" to rationalize control over public education in the 1800's.



The Bettmann Archive

al reading, and more."

"These program specialists," he continues, ". . . have been insulated from the superintendent's influence by the requirements of the state and federal government. Their allegiance is often primarily to the higher levels of education governance, rather than to the local community. As a result, the influence of the superintendent and local school board has been diluted."

The Power of the State

The real challenge to the dominance of local school boards, however, came from the states.

Beginning in the 1970's, a large number of school-finance lawsuits led to more state spending on education—and more directives.

State activity burgeoned again in the 1980's with the excellence movement and the emergence of "education governors."

"One can cite a handful of exceptions (Rochester, Chelsea, Chicago) where the main impetus was local," says Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University, "but these pale alongside such statewide reform efforts as those of Kentucky, South Carolina, California, New Jersey, and a dozen other jurisdictions."

Many of these state reform efforts bypassed school boards almost entirely, on the grounds that boards of education had not been sufficiently vigilant in guaranteeing children a high-quality education.

The influence of professional "education reformers," big business, and other interest groups also increased dramatically during this era.

"As a principle, local lay governance remains unchallenged," Mr. Kirst notes. "In fact, however, a change in governance has been taking place. Some observers even contend that the growing influence of centralizing forces—state and federal authorities, courts, national testing agencies, and nationwide interest groups—has made 'home rule' now more illusion than actuality."

Emboldened Teachers' Unions

At the same time as they faced challenges from the federal government and the states, school boards found their power threatened from below.

The first blows came in the 1960's from newly emboldened teachers' unions. The power of unions paralleled the growth of the American Federation of Teachers. Unlike the rival National Education Association, which fashioned itself a professional organization, the A.F.T. embraced the tools of trade unionism, such as strikes.

The United Federation of Teachers in New York City, formed in 1960, first walked out on strike in 1962.

As the A.F.T. became the bargaining agent in a growing number of cities, the number of strikes escalated rapidly. There were 2 strikes in 1965, 33 in 1966, and more than 80—including a bitter strike in New York City—in 1967.

Community Rights

The New York strike also highlighted the growing tensions between local communities—particularly those with large minority populations—and school boards, a situation that further emerged as a check on the boards' power.

In the wake of the strike, local communities demanded—and won—a greater say in school policy. New York City reverted to the 19th-century-style decentralized system, in which 32 local boards oversaw elementary and middle schools.

An even more dramatic example of decentralization occurred in Chicago, where, partly in response to a series of bitter teachers' strikes, the legislature designed a reformed school system in which local school councils, composed primarily of parents, would have authority over each of the city's schools.

But the Chicago reform, notes Mr. Finn, represents a far cry from the local control the 19th-century reformers agitated against. As in Dade County, Fla., and a host of other districts, the Chicago system meant divesting control to those at the school site, including the education professionals, leaving the city school board with little to do.

"If one set of the important decisions and duties moves up to the state (or even the nation), and another set shifts down to the individual school (and to parents)," Mr. Finn writes, "what is the 'local education agency' except another instance of middle management of the sort that most modern organizations are stripping away in the name of efficiency and productivity?" ■

School-Board Presidents' Attitudes About Public Schools

How about the public schools in the nation as a whole? What grade would you give the schools nationally—A,B,C,D,or Fail?

	All School-Board Presidents	Superintendents	General Public
A	2	5	3
B	31	66	20
C	51	25	48
D	9	1	13
Fail	2	*	3
Don't Know	5	3	13

How about the public schools in your community? What grade would you give the public schools in your community—A,B,C,D, or Fail?

	All School-Board Presidents	Superintendents	General Public
A	23	32	9
B	56	58	31
C	18	8	34
D	1	1	10
Fail	0	*	4
Don't Know	1	*	12

BASE: Random survey conducted by the National Center for Education Information from Nov. 15, 1988, to Feb. 10, 1989, of school-board presidents in 2,197 school districts, of whom 1,217 responded.

NOTE: ★ Less than 0.5 percent. Figures for superintendents are from a National Center for Education Information's survey of 1,704 superintendents, 1,349 public-school principals, and 524 private-school principals conducted between Oct. 20 and Dec. 20, 1987. Figures for the general public are from a Gallup Organization poll of 2,118 adults (18 years of age and older) conducted April 8-10, 1988, for the Phi Delta Kappa/Gallup Poll of the Public's Attitudes Toward the Public Schools.

SOURCE: Profile of School Board Presidents in the U.S., National Center for Education Information, 1989

School-Board Authority

Would you say your school board's authority has increased, stayed about the same, or decreased over the last five years?

	All School-Board Presidents	By Enrollment Size		
		10,000 or More	2,500-9,999	Less Than 2,500
	%	%	%	%
Increased	20	21	17	20
Decreased	58	53	57	58
Stayed the Same	22	26	27	21

If decreased, who now has the authority your school board had?

	All School-Board Presidents	10,000 or More	2,500-9,999	Less Than 2,500
Superintendent	9	7	10	9
Principal	*	0	1	0
Teachers	6	2	7	6
Parents	0	0	0	0
State	89	92	86	89
Federal	6	8	7	6

Do you think the authority of your school board should be greater, about the same, or less than it is?

	All School-Board Presidents	10,000 or More	2,500-9,999	Less Than 2,500
Greater	35	39	37	34
About the Same	63	59	64	64
Less	2	2	1	2

BASE: Random survey conducted by the National Center for Education Information from Nov. 15, 1988, to Feb. 10, 1989, of school-board presidents in 2,197 school districts, of whom 1,217 responded.

NOTE: ★ Less than 0.5 percent.

SOURCE: Profile of School Board Presidents in the U.S., National Center for Education Information, 1989

CONTENTION

Continued from Page 3

not limited to urban areas.

Governance changes in the Kentucky Education Reform Act of 1990 were directed primarily at the nepotism and political agendas that characterized the state's overwhelmingly rural boards of education.

And many of the nation's suburban school boards are struggling with the same societal dilemmas as their urban neighbors: a growing population of students from racial, ethnic, and language minorities; a rising incidence of drug, alcohol, and sexual abuse; and a split and fractious community.

In many parts of rural and small-town America, however, the perception remains that school boards still work. In these relatively homogeneous communities, where most people know their board members personally, the sense of crisis is far removed.

"I'm just as happy as I can be when I go back to the Dakotas that the school board is as it's always been," says William H. Kolberg, the president of the National Alliance of Business and a vocal critic of urban boards of education.

Complacency an Issue

But it is precisely the self-satisfaction of some of these suburban, rural, and small-town school boards that worries other observers.

"The biggest problem in some of [these] districts is the complacency about the quality of the educational policies they have," Mr. Kirst of Stanford says.

In a 1989 survey of 1,217 school-board presidents across the United States, the vast majority gave low marks to American public education as a whole. But four out of five awarded grades of A or B to the public schools in their own communities.

Presidents in small districts and rural areas gave lower ratings to a variety of reform proposals than did their peers in urban and suburban areas.

"If our criteria are a need for risk-taking, moving away from the status quo, educating the public to understand that reform does not mean going back to what we think worked yesterday," says Jacqueline P. Danzberger, an expert on school boards at the Institute for Educational Leadership, "then I think that you find the problem in a lot of kinds of communities."

'No Substantiation'

Despite such charges, there have been few systemic studies of school boards.

Thomas A. Shannon, the executive director of the National School Boards Association, says "there is absolutely no substantiation" that public-school boards have stood in the way of reform. "That sort of statement is 'scapegoatism' at its ultimate."

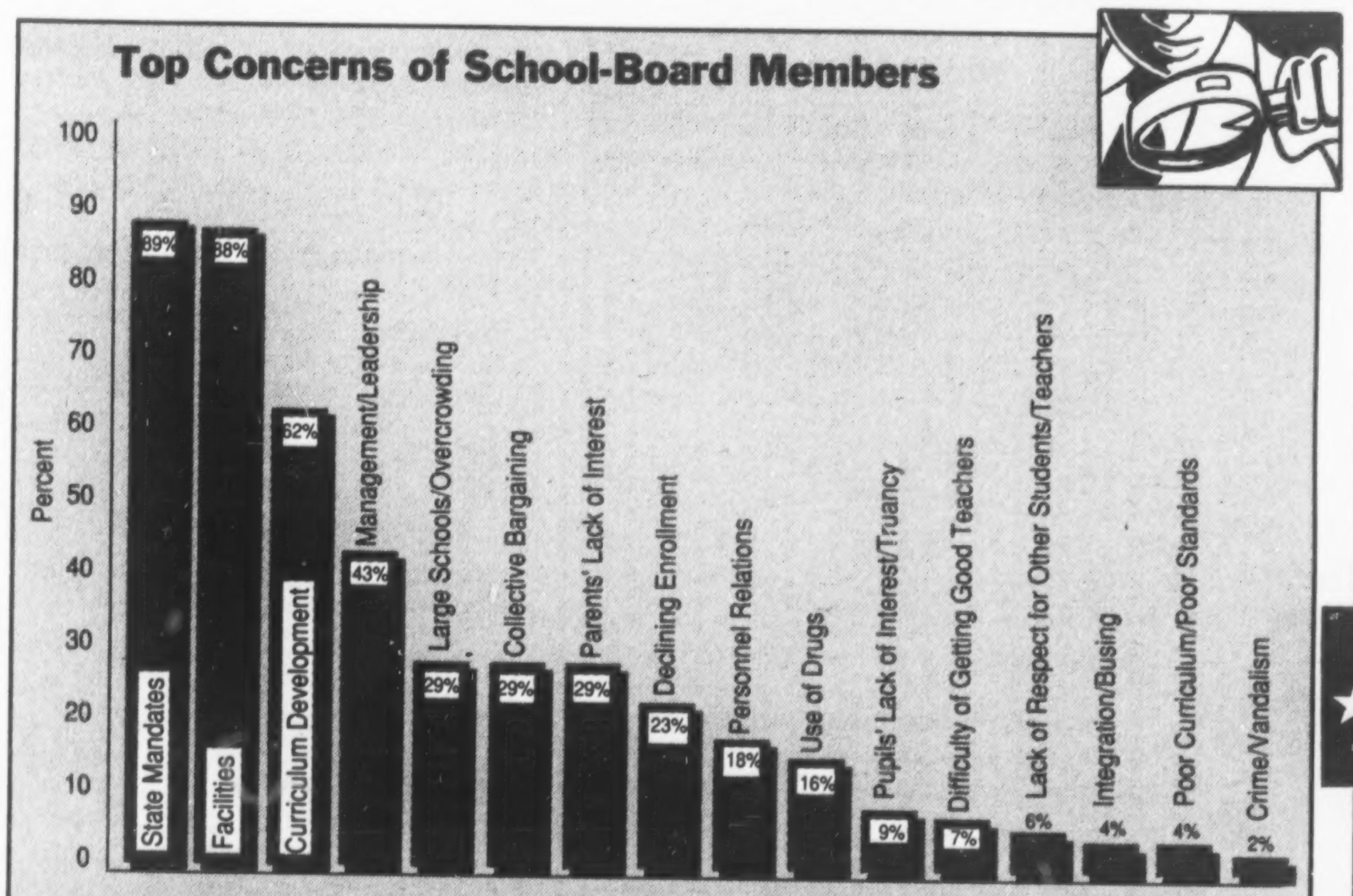
And Susan Fuhrman, the director of the Center for Policy Research at Rutgers University, says, "I think there are many boards, maybe even a majority of boards, that function the way one would advise them to function, and that is to set general

Continued on Page 7

School Boards at a Glance

There have been few systematic studies of local school boards. But the following charts, bar graphs, and tables—based on some of the best data available—shed some light on who serves, their political leanings, the time they devote to their jobs, the decisions they make, their list of top concerns, and how they assess their own performance.

Top Concerns of School-Board Members



BASE: Random sample of 4,841 school-board members who subscribe to *The American School Board Journal*, of whom 1,306—or 27 percent—responded.

NOTE: Respondents to survey were asked to indicate their top three concerns from among those listed. The totals represent the percentage of respondents who checked that concern as one of their top three. The percentages total more than 100 because of multiple responses.

SOURCE: *School Board*-Virginia Tech Survey, 1991

National Demographics of School-Board Members, 1991

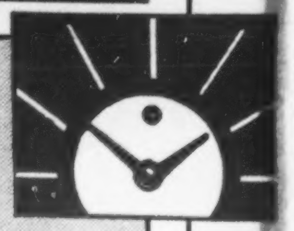
Sex	Male	65.3
	Female	34.7
Race	Black	2.2
	White	96.5
	Hispanic	0.8
	American Indian	0.3
	Oriental	0.1
Age	25 or Less	0.4
	26-35	5.6
	36-40	15.8
	41-50	45.6
	51-60	18.8
	Over 60	13.3
Family Income	Under $20,000	1.7
	$20,000-29,999	6.4
	$30,000-39,999	11.6
	$40,000-49,999	14.9
	$50,000-59,999	13.7
	$60,000-69,999	10.9
	$70,000-79,999	9.4
	$80,000-89,999	7.7
	$90,000-99,999	4.6
	$100,000-149,999	9.6
	$150,000 or Higher	6.6

BASE: Random sample of 4,041 school-board members who subscribe to *The American School Board Journal*, of whom 1,306—or 27 percent—responded.

NOTE: Includes 50 states, the District of Columbia, and the Virgin Islands. Some percentages do not total 100 because of rounding.

SOURCE: *School Board*-Virginia Tech Survey, 1991

Hours Spent on School-Board Activities



On average, how many hours per week would you say you spend on school-board activities?

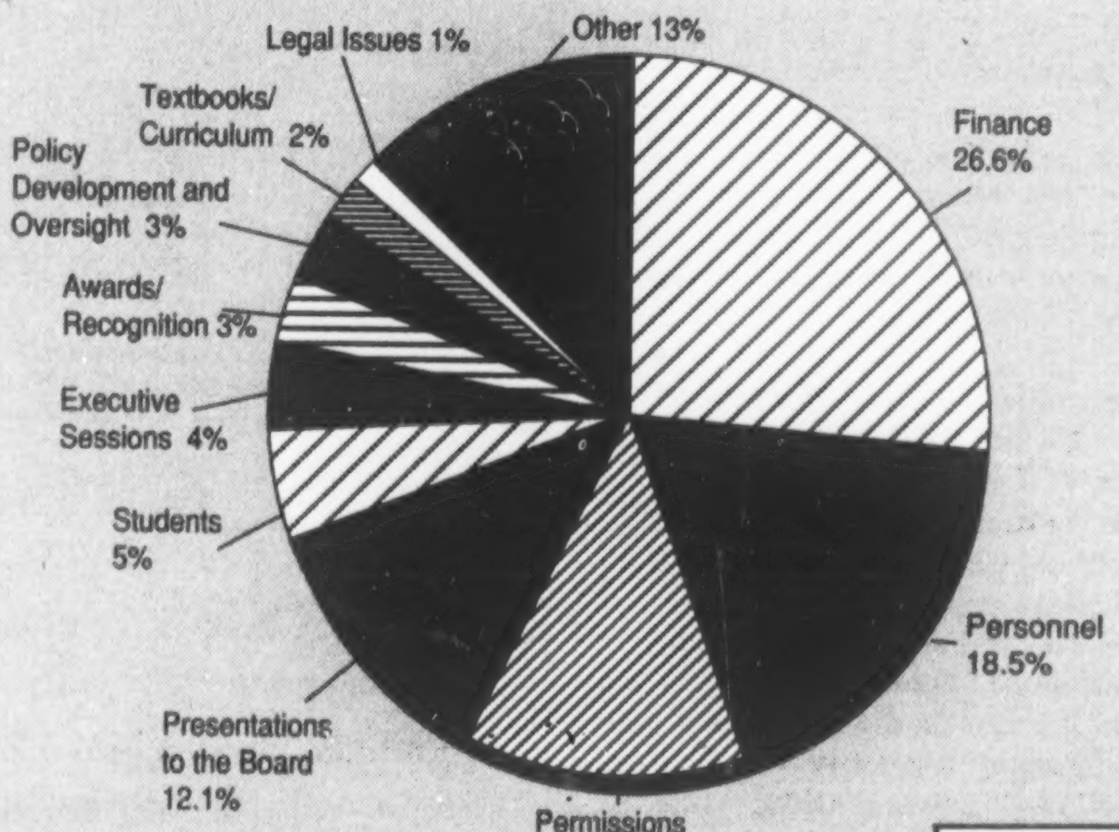
	All School-Board Presidents	By Enrollment Size		
		10,000 or More	2,500-9,999	Less Than 2,500
Hours	%	%	%	%
1-2	18	3	7	22
3-4	25	8	23	27
5-6	22	14	18	24
7-9	11	12	16	9
10-14	13	27	22	10
15-19	5	13	7	3
20-24	4	13	6	3
25-29	1	4	2	1
30-34	*	4	*	0
35-39	*	1	*	0
40+	*	3	0	*

BASE: Random survey conducted by the National Center for Education Information from Nov. 15, 1988, to Feb. 10, 1989, of school-board presidents in 2,197 school districts, of whom 1,217 responded.

NOTE: * Less than 0.5 percent.

SOURCE: Profile of School Board Presidents in the U.S., National Center for Education Information, 1989

Categories of Decisions



BASE: Random sample of minutes of two meetings provided by all 55 school boards in West Virginia.

NOTE: Percentages do not total 100 because of rounding.

SOURCE: An Analysis of the Actions and Decisions Made in West Virginia Local School-Board Meetings Between 1985 and 1990, Jane E. Hange and Paul A. Leary, 1991

Political Orientation of School-Board Presidents

How would you describe your views on most political matters? Generally, do you think of yourself as liberal, moderate, or conservative?

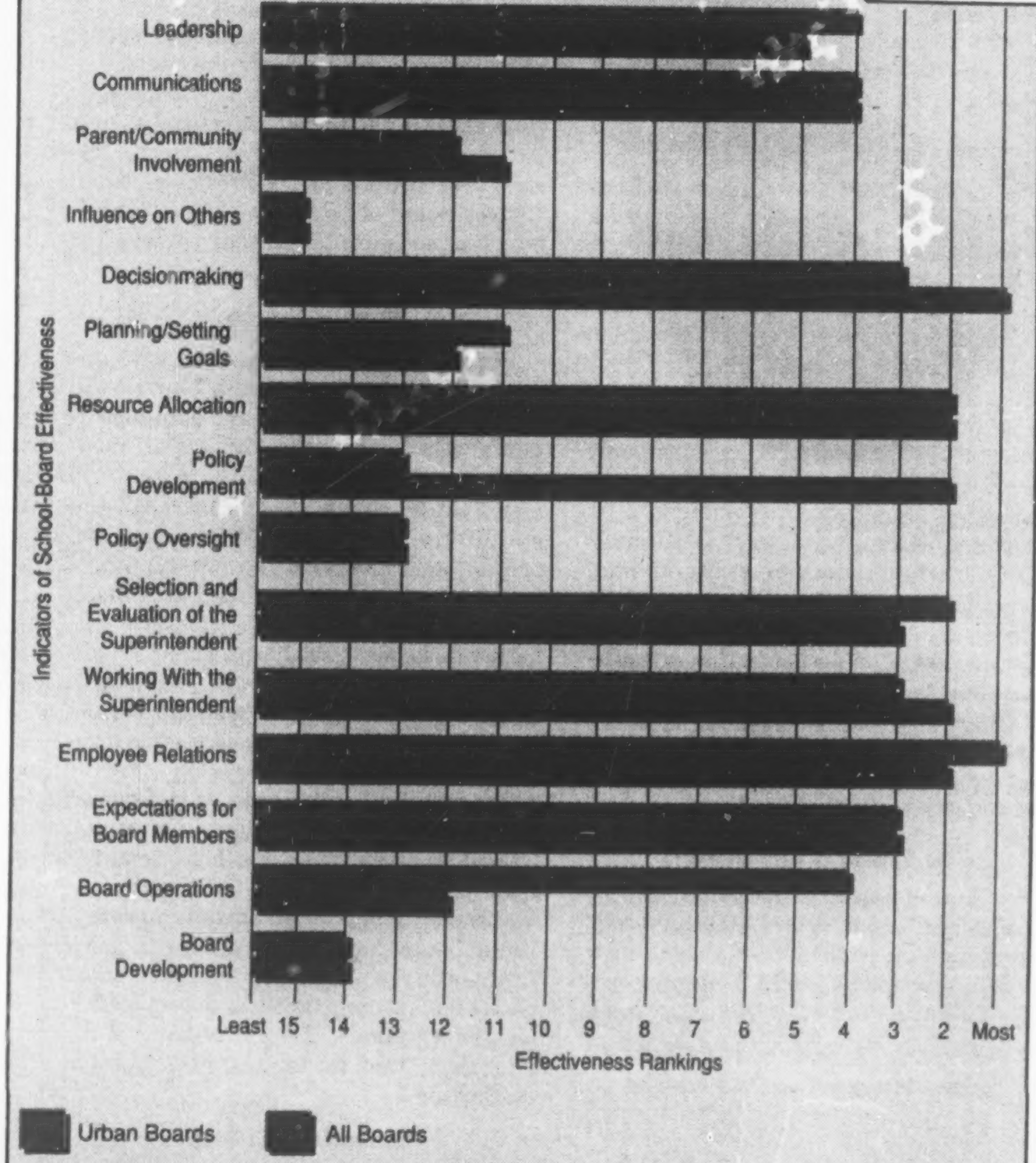
	All School-Board Presidents	National Totals	School-Board Presidents By Enrollment Size		
			10,000 or More	2,500-9,999	Less Than 2,500
	%	%	%	%	%
Liberal	10	23	15	12	9
Moderate	52	37	58	56	51
Conservative	38	34	27	34	40
Don't Know	—	6	—	—	—

BASE: Random survey conducted by the National Center for Education Information from Nov. 15, 1988, to Feb. 10, 1989, of school-board presidents in 2,197 school districts, of whom 1,217 responded.

NOTE: National totals are from a CBS poll of 1,553 adults conducted Jan. 12-15, 1989.

SOURCE: Profile of School Board Presidents in the U.S., National Center for Education Information, 1989

How Boards Rate Their Effectiveness



BASE: Sample of 286 school boards from 16 states that voluntarily participated in self-assessment exercises between 1988 and 1990 as part of training programs offered by the Institute for Educational Leadership.

NOTE: Members of each board were asked to rate their school board's effectiveness in 15 areas. Within each area, board members rated the effectiveness of their board on anywhere from 8-14 specific assessment items. The individual board members' ratings were then compiled to produce a composite report for a board.

SOURCE: The Institute for Educational Leadership, 1992

Illustrations by Francis Washington

New Jersey Newsphotos

According to one survey, 3 percent of a board's time is spent on awards ceremonies. Here, members of the Parsippany-Troy Hills (N.J.) Township Board of Education look on as Christine Caprio, a mathematics teacher, receives a faculty award.

CONTENTION

Continued from Page 5

policy and delegate a great deal to the central administration."

'Staff Member' Once Removed

But if school boards are supposed to focus on broad educational issues, they devote a surprising amount of time to detail.

Critics charge that many boards have become so hopelessly enmeshed in the minutiae of running their districts that they fail to see the forest for the trees.

A study of board minutes from all 55 school systems in West Virginia between 1985 and 1990 found that boards spent only 3 percent of their time on decisions related to policy development and oversight.

At least 54 percent was spent on administrative matters, according to Mr. Carver, who has been advising the state's legislature on governance issues. At most, 42 percent was spent on decisions that could legitimately be called "governance."

"There is no reason to expect the West Virginia data to differ substantially from that which would be obtained elsewhere in the country," Mr. Carver writes. "Recent articles in the literature suggest that the same disease afflicts all."

Mr. Carver argues that boards have become a "staff member one step removed," rather than the policymakers they claim to be. "The fact that you can't hire a janitor or a teacher without a board taking action is ludicrous," he says.

'Micro-Management' a Problem

The report by the Twentieth Century Fund cites the "tendency for most boards to 'micro-manage' " as the biggest problem they face.

A curriculum audit of the District of Columbia schools last fall found that board members made 181 written requests for information in 1991—many of them "frivolous."

Another indication of how bogged down boards can become in trivia is the number of times they meet. The Tucson, Ariz., school board met 172 times in one year. In such instances, superintendents spend most of their time servicing the board.

"If boards continue to involve themselves in some of the day-to-day things that should be left to the administration," warns Edward Garner, the former president of the Denver Board of Education, "I don't think boards as we know them today will exist in the future."

'Serious Trouble'

The tendency of boards to become immersed in fine print has also blurred the distinction between policy and administration and led to repeated charges of "meddling."

In Seattle, recalls Reese Lindquist, the president of the local teachers' union, one board member decided to take the school system's budget home and analyze it in detail.

"It was so large, she had to get a custodian to help carry it to her car," he laughs. "Any school-board member who thinks that's their responsibility is in serious trouble."

Other observers charge that the focus on minutiae discourages corporate executives, university presidents, and other prominent citizens from serving on school boards.

"If a body is legally responsible for everything that goes on in a school district, and if the majority of people who come on a board do not have strong, broad, and deep leadership backgrounds," Ms. Danzberger of the I.E.L. says, "then the tendency is to get into everything."

'Dictated by the State'

In fairness to boards of education, much of the trivia on their agendas derives from state mandates.

West Virginia requires local boards to approve all student field trips. The California education code requires them to approve all student expulsions.

"My own experience is that our board meetings are dictated almost entirely by the state," says Ms. Fuhrman, who recently completed a term as a public-school board member in New Jersey.

Such dictates, she adds, take time away from discussions about education and prevent boards from focusing on long-range planning.

"We don't have the freedom to spend as much time discussing education issues as I would like to," laments Leslie Q. Giering, an 18-year board member in the 1,100-student Bloomfield Central School District in New York State.

"When I was first elected, we met once a month," she says. "Then we began having two meetings a month, with the idea of discussing education at the second. But we find that other things take up our time."

A Contradiction

In fact, if most citizens attended an average school-board meeting, they would probably be underwhelmed by its content. But few bother.

Turnouts in school-board elections typically hover between 10 percent and 15 percent of registered voters. And most board meetings are sparsely attended.

Such visible citizen apathy about a purportedly valued institution bodes ill for the future.

If school boards "embody everything that everybody says they love and want in citizen-based control of a major institution," notes Neil R. Peirce, a political writer, "why is it that scarcely any of us bother to vote for any of the people who sit on these committees?"

Board watchers also describe a steady decline in the number and quality of people willing to run for election. According to Ms. Danzberger, about one-third of board members turn over each year. And it is getting harder and harder to replace them.

The most noticeable drop has been

Continued on Page 9

Local boards never, ever caught the big picture of what needs to be done in public education.

– Howard M. O'Cull
W. Va. School Boards Association

The fact that you can't hire a janitor or a teacher without a board taking action is ludicrous.

– John Carver
Governance consultant

If boards continue to involve themselves in . . . administration, I don't think [they] will exist in the future.

– Edward Garner
Former board president

They are not using the powers they have to bring about change in the system.

– Sharon Brumbaugh
Former board member

cooperatively working with groups rather than by being hostile," explains John J. Woods, the executive director of the Monroe association.

Mr. Grumet says the coalition was not important, accomplished little, and barred some education groups.

The criticism from Monroe County, he says, is caused by the frustration of people "who like to think of themselves as educators rather than politicians."

That posture is doomed in the current political climate, he says.

"We're only obstructionist in the sense that we didn't do what [others] wanted," Mr. Grumet says.

Advocates for Change

The North Carolina School Boards Association, which is widely regarded as a leader in the state's efforts to improve its schools, stands in marked contrast to the New York association.

> We are to board members what the bar association is to lawyers, what the medical association is to doctors, what the bankers' association is to bankers. We function as a trade association.
>
> – **T.E. (Ted) Davidson**
> *Iowa Association of School Boards*

It was the North Carolina School Boards Association that proposed a strong state receivership for academically bankrupt districts. It was the school-boards association that supported site-based decisionmaking. And it is the association's executive director, Gene Causby, who has traveled the state drumming up support for strong measures of accountability.

"This is not a group that I would have expected this from when [reform] began," observes John Dornan, the president of the Public School Forum of North Carolina. "Had it not been for the [N.C.S.B.A.], I don't think the state would have gone as far as it did."

Mr. Dornan's views are shared by many others in the state, including G. Thomas Houlihan, the superintendent of the Johnston County schools.

"The bottom line in North Carolina is, the officers in the school-boards association do not fall into the typical good-old-boy system," he says. "There are many, many outspoken advocates for change."

"Their example has given local boards the impetus and the courage to try some things that perhaps they would not be willing to try to do," Mr. Houlihan adds.

While advocating reform, the North Carolina association has not neglected its constituents' needs, school-board members say.

"If our local board felt we needed a specific session on a new law, we could call them up, and they would put together the resources and help us set up training sessions," says Clarence Lemons, a board member in Granville County.

Unlike some teachers'-union leaders, who have acknowledged dragging their constituents along the road to reform, Mr. Causby says his members were ready.

"We had a choice," he explains. "We could continue to react to change, or we could attempt to shape change. I like to think we chose the latter."

Training and Publications

In addition to lobbying, the school-boards associations provide a variety of services to their members.

Among the most important, association directors say, are the training sessions they offer to board members.

"I would say the future of school-boards associations is going to rest largely on our ability to help board members understand what they are to do and how they do it," Mr. Davidson of the Iowa association says.

"Failing to do that," he says, "somewhere down the road, at some time, school boards may be looked upon as being archaic and useless."

School districts foot the bill for membership in the associations, while the N.S.B.A. makes most of its money from its annual convention.

In New York State, membership dues cover 54 percent of the association's $4-million budget. Current dues range from $550 to $5,900, depending on the size of a district's budget.

State associations put out a broad range of publications and special reports to keep their members abreast of legislation, legal opinions, and other school-related issues. California's school-boards association, for example, recently published a 75-page report outlining ways for schools to meet the national education goals.

The associations also conduct research, such as a report recently released by the N.S.B.A. examining the segregation of Hispanic students in schools.

Members also have access to a range of legal services.

Each month, the *Connecticut Association of Boards of Education Journal* reports on bungling by the hypothetical Nutmeg Board of Education and outlines the approach the board should have taken.

The N.Y.S.S.B.A., meanwhile, boasts that it filed more friend-of-the-court briefs in 1990-91 than any other membership organization in the state.

'All Things to All People'

While the associations in New York State and North Carolina have earned distinct reputations, most state organizations fall somewhere in between.

The Iowa Association of School Boards, for example, is seen as a partner, if not a leader, by educators and business people in that state.

"They are trying to be all things to all people, and that creates some difficulty for them," says Gary Wegenke, the superintendent of schools in Des Moines.

Some of the state's school boards are "very progressive," notes Jamie Robert Vollmer, the director of operations for the Iowa Business and Education Roundtable. "Others, I have seen argue over the color paint on the boys' locker room."

The composition of the association is one reason it has not taken a stronger leadership role, observers say.

"Usually, you do not wind up getting people who want to lead the charge," Mr. Vollmer says, "because they have to be true to those people who pay their dues. I think that is probably good internal politics on their part. If they lead, it would be professional suicide." ■

Perceptions of Time Spent on School-Board Activities

There is much talk about the many things school boards have to deal with and how they spend their time in light of all they have to do. Do you think your school board spends too much, too little, or about the right amount of time on each of the following?

	All School-Board Presidents		
	Too Much	Too Little	Right Amount
Making Personnel Decisions	4	11	84
Selecting/Adopting School Curricula	1	45	53
Selecting/Adopting Textbooks	—	37	57
Determining School-District Budgets	8	18	74
Student Disciplinary Actions	5	6	85
Due-Process Hearings for Personnel	8	3	83
Due-Process Hearings for Students	4	4	86
Ceremonial/Ritualistic/Awards/ Recognition Activities	4	30	62
Negotiating/Bargaining With Teacher Groups	30	5	62
Meeting/Conferring With Teacher Groups	4	36	55
Bargaining With Groups That Represent Employees Other Than Teachers in the System	12	9	70
Interacting With Other Local Government Bodies	1	48	47
Discussions With Superintendent Outside of School-Board Meetings	2	22	76
Building-Maintenance Concerns	9	13	77
National/State Education Issues	2	48	47
Student Test Scores/Achievement Measures	2	30	67
Discussing Changing Student Population/ Demographics	1	36	58

BASE: Random survey conducted by the National Center for Education Information from Nov. 15, 1988, to Feb. 10, 1989, of school-board presidents in 2,197 school districts, of whom 1,217 responded.

SOURCE: Profile of School Board Presidents in the U.S., National Center for Education Information, 1989

CONTENTION

Continued from Page 7

among corporate executives willing to devote energy to board business.

Ward Politics

In large cities, the practice of electing board members from discrete electoral districts—rather than from the city as a whole—has helped increase the representation of minority populations.

But it has also encouraged board members to focus on neighborhood constituencies and on narrow interests, rather than on the system as a whole. In some instances, critics charge, boards function more as neighborhood employment agencies than as service providers.

A 1986 study by the Institute for Educational Leadership found that board members elected by subdistrict were subjected to greater constituent pressure and voted more frequently in response to specific interest groups than did members who were elected at large.

'No Satisfactory Answer'

The rise of special-interest politics and the number of socially explosive issues that boards face have further impaired their functioning.

"School boards face a whole set of controversial decisions for which there is no satisfactory answer for at least half of the citizens," says Denis P. Doyle, a senior fellow at the Hudson Institute, an Indianapolis-based think tank. "Abortion and drugs and condom distribution and AIDS and alcohol and sex abuse and poor academic standards—the list is daunting. And school boards, understandably, feel some compulsion to try to step up to the plate and hit the ball. But it has produced a really dysfunctional system in many large cities."

In essence, critics assert, some boards have confused representation of the public with the public interest.

"What we've really created," says Phillip C. Schlechty, the president of the Center for Leadership in School Reform in Louisville, Ky., "is a situation in which the board thinks its job is to be responsive to the community."

"Its job," he continues, "is to be accountable to the community and responsive to parents and kids."

Structurally Isolated

Historically, school boards were made independent from local government to insulate education from the corrupting influence of politics. But critics argue that school boards in many instances have become conduits for political influence.

And in contemporary society, the separation is often a disadvantage.

Today, many families have health, social, and emotional problems that cannot be solved by the schools alone. Yet, the continued structural isolation of school boards has made it difficult to coordinate activities on behalf of youngsters and their families.

"School boards were not set up to deal

Continued on Page 10

In Cash-Strapped Districts, Board Spending Gets New Scrutiny

By Peter Schmidt

The financial crisis that many urban districts face has focused renewed attention on the pay, perquisites, and spending of school-board members.

In the District of Columbia, where the school board has been called the most expensive in the nation, the scrutiny has been particularly intense.

According to a 1990 report, the 11-member board employed approximately 35 staff members, including a full-time secretary and up to three assistants for each board member. In addition to an office at the central administrative building, each board member has a ward office. Further, although membership on the board is considered a part-time position, board members were paid $27,575 in 1990.

"The image that gets portrayed is of a board that seems to want to do everything 'Cadillac-style,'" says Jim E. Ford, who analyzes the budget of the Washington school board as the staff director of the city council's committee on education.

"Sometimes the question arises: What are we getting for it?" he says.

R. David Hall, the board's president, argues that the board "has done some considerable belt-tightening" and has been reduced to asking for private donations to cover some basic activities.

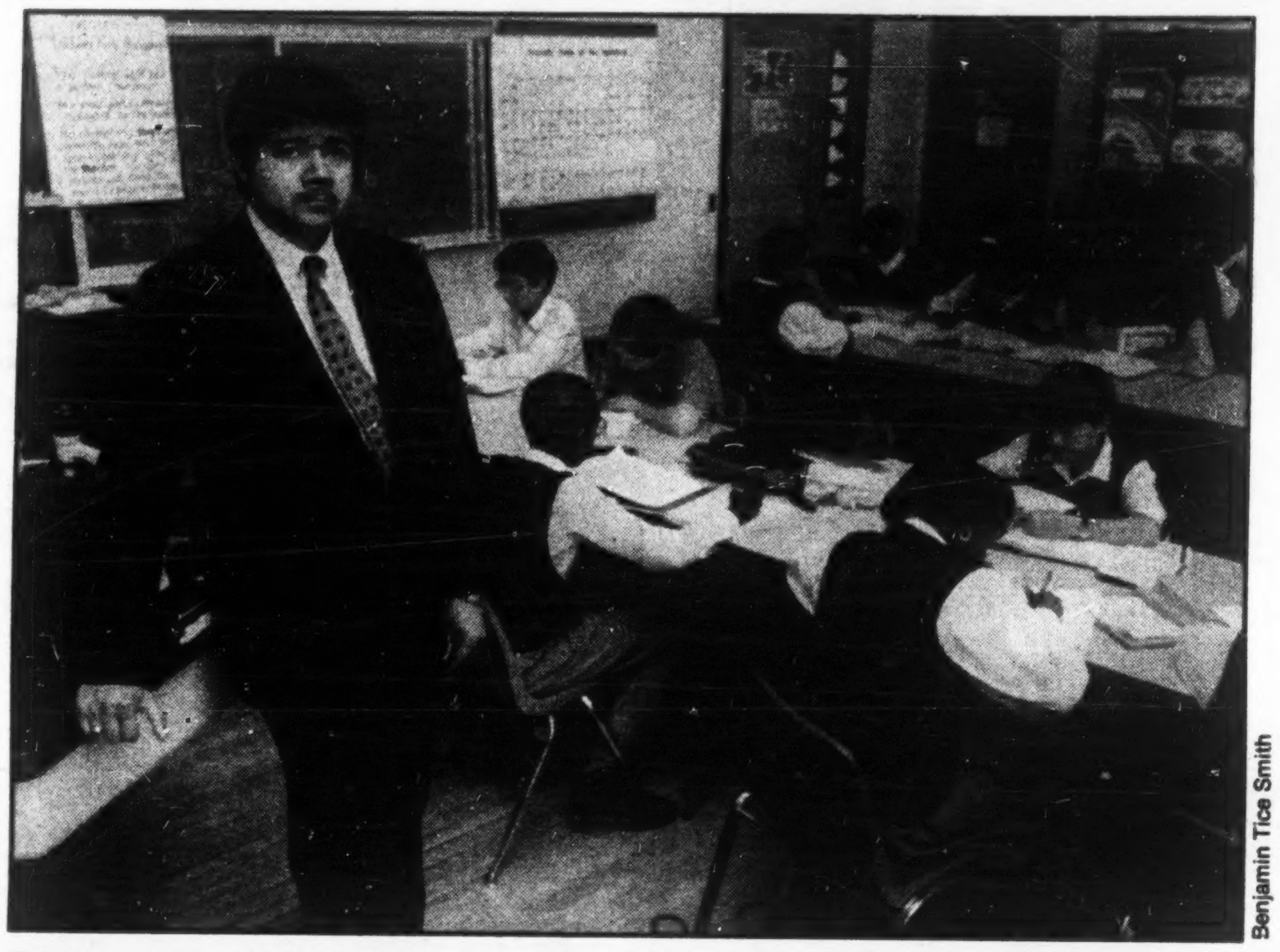
Members also struggle with "a pretty onerous workload," he says.

$26,627 for Travel

Controversies over board spending have not been limited to big cities, however.

In Louisiana, the St. Tammany Parish school board touched off a furor recently when it sent all 15 members to conventions in distant cities. Last year, all of the board members attended the National School Boards Association's convention in San Francisco at a cost of $26,627.

The issue of board expenditures "is something that should be public," says Luvern L. Cunningham, an expert on school governance who has consulted with school boards for 25 years. "It requires examination on the part of the board periodically."


Benjamin Tice Smith

Critics call the District of Columbia school board the most expensive in the nation. R. David Hall, its president, says members have cut their spending.

Mr. Cunningham notes that the perquisites of most school boards have been cut significantly in recent years. Recently, he says, they have been asked to cut back on some items—such as training retreats—that are "a very legitimate public expenditure."

In Washington, a government advisory commission concluded that there was significant fat in the board's budget. It recommended that the board cut its staff by 50 percent, immediately close all ward offices, and eliminate board members' salaries, effective this year.

Mr. Ford asserts that the board's annual budget is $1.8 million, including a $165,000 fund that can be used to pay for travel, and $132,000 in "discretionary funds" that can be used for such activities as constituent mailings.

Mr. Hall says the figures are wrong and reflect an unfamiliarity with how the board's money was spent. The board, he says, has a total budget of only $1.6 million, has "drastically" reduced its staff, and has cut its travel budget to $2,000 per member to be spent only on specified conferences.

"Our budget was so tight that, when our [new] superintendent came, we could not afford to give him a reception," Mr. Hall says. "What we had to do was raise the money privately through the sale of tickets at $12.50 each."

'Staying in Touch' With Schools

The issue of the board members' personal staff members has been particularly touchy.

While some people—such as Mr. Ford—say the staff aides do "very valuable" work analyzing budgets and subcommittee work for their members, others have charged that staff members primarily spend their time meddling in administration or politicking in their bosses' wards.

The members of the Los Angeles Unified School District Board of Education also have field employees. Richard K. Mason, the special counsel to the board, says the field aides, who are paid about $40,000 a year, help board members stay in touch with the schools in their wards, which may be long drives away from the central-board office.

Such a position proved to be a springboard to public office for Jeff Horton, a former field employee who was elected to the school board in 1991.

But Julie Korenstein, another board member, recently opted not to have a field aide, asserting that the money for the position was not well spent. Instead, she had the money spent on programs in the schools in her district.

Los Angeles board members are paid up to $24,000 a year, receive full health and medical benefits, can spend up to $7,000 a year for travel, and are given a district car, with expenses paid, for work-related travel.

Until 1986, members of the Detroit Board of Education had six chauffeurs to drive them to appointments and run errands. The practice ended after state legislators balked at the $250,000 annual cost of the perquisite.

While such frills may seem excessive—especially given the poverty from which many urban students hail—Mr. Cunningham says it is instructive to take a historical view of the situation.

Ten or 20 years ago, he points out, it was not unusual for members of urban school boards to be given cars, drivers, their own offices and secretaries, and sometimes even club memberships. The boards, all of whose members typically were white, came under little scrutiny for their spending, he says.

"When we shifted over to having African-Americans on boards," he says, "there was a lot of criticism of perks" and public pressure to reduce them.

"It was not fair to criticize minorities for enjoying perquisites that had been standard practice for whites over a number of years," Mr. Cunningham says. "There was obviously, among minority populations, a sense of discrimination when these kinds of changes occurred." ■

CONTENTION

Continued from Page 9

with social services and linkages to outside agencies," notes Sandra Kessler Hamburg, the director of education studies at the Committee for Economic Development. "And, frankly, a lot of them just feel overwhelmed."

When school boards do try to meet their students' nonacademic needs, they can get burned.

Sue Cummings, the former chairman of the Roseville, Minn., school board, was turned out of office by voters in the conservative, heavily Catholic community outside the Twin Cities after she supported spending $10,000 of the district's money to help a health clinic locate in the town.

"It is so hard for me to describe the tenor of the community during that time," she says. "They went wild, they were so emotional. People who were my avid supporters called me and said the Catholic priest had condemned me to hell from the pulpit by name."

The reaction also stemmed, she says, from the community's refusal to acknowledge the circumstances of its children's lives, such as teenage pregnancy.

"People kept saying, 'No, no, no, this doesn't happen here,'" she recalls. "The statistics clearly show that these are not inner-city problems, that small towns in Minnesota have every bit the same problems."

The ability of 92 percent of public-school boards to raise taxes and spend money as they see fit has further strained the relationship between local boards of education and their municipalities.

Some mayors and town-council members charge that this fiscal independence has produced waste and inefficiency and decreased school boards' accountability to the public.

'Arm of the Community'

Despite such criticisms, few think that Americans will do away with school boards entirely.

The notion that local schools are the public's to run is deeply ingrained in the American psyche.

"The board really is the arm of the community," says Margaret Myers, a member of the Muscatine, Iowa, school board. "I truly believe, the longer I have been involved in this, that there is real value in this kind of openness, doing business in open meetings, so that everyone in the community has the opportunity, whether they take it or not, of knowing and understanding what is going on in their school district—which is funded by their tax dollars."

Without the help of school boards and their communities, adds Mr. Shannon of the N.S.B.A., real reform will not occur.

"School-board members are the gatekeepers of reality," he argues. "It's one thing to have a good idea. It's quite another to take it and put it in a form that works and that can be paid for."

The strain of meshing this view with recent ideas about reforming educational governance is what this *Education Week* special report is all about.

It is based on interviews with nearly 160 people across the United States, including almost four dozen public-school-board members.

To help zero in on the problems and realities confronting lay governance of public education in America, it tells a tale of two school boards—one urban, one suburban—in different parts of the country.

Dallas was selected because it epitomizes many of the criticisms heaped on urban boards of education. Last year, the state appointed a special "monitor" to help improve the board's functioning.

Parsippany-Troy Hills, N.J., was selected to examine the governance of education in a moderately sized, moderately well-functioning school district that is struggling with many of the same problems as school boards nationwide.

A third piece is based on the daily logs kept by a veteran board member in Longmont, Colo., to illuminate how board members actually spend their time.

Finally, the report explores the wide array of alternatives being proposed to revamp the existing system of lay governance: from minor modifications to massive restructuring.

The intent is less to apportion blame than to shed light on what one observer describes as the most "understudied, underdeveloped link" in educational governance. ■

This special report was underwritten by the John D. and Catherine T. MacArthur Foundation.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 33 · May 6, 1992

© 1992 Editorial Projects in Education / $3.00

Program To Offer Courses, Exams For High Schools

College Board's Effort Is Modeled on the A.P.

By Robert Rothman

WASHINGTON—The College Board last week unveiled a program to create courses and examinations for high-school students that board officials say will complement other moves toward national standards and assessments.

Modeled after the board's Advanced Placement program, which is aimed at the most able students, the new effort, known as Pacesetter, will include syllabi, professional-development activities, and assessments for "capstone" high-school courses that schools can offer for all students.

The first offerings, in mathematics, will be piloted in six sites in 1993-94; courses in English, science, world history, and Spanish will be piloted the following year.

If the program is successful, Donald M. Stewart, the president of the College Board, asserted at a press conference here last week, it will improve all levels of schooling by bringing together educators to "raise the expectations and achievements of all secondary-school students."

Continued on Page 15

Pursuing a Vision of Equality in Conn. Court

Hartford Suit Seeks Comparable Services

By Peter Schmidt

Pam Berry

David Fuller, left, and Andrew Mariotti, practice a duet at the Greater Hartford Academy of the Performing Arts, which draws some suburban students to the city.

HARTFORD, CONN.—The central office of the Hartford public schools sits in a north-end neighborhood some people are afraid to visit. It is surrounded by boarded-up buildings, a soup kitchen, and a liquor store with grating on its windows.

Jeffrey L. Forman, the senior assistant to the district's superintendent, pulls his car out of the building's crude dirt parking lot and gives a visitor a tour of a city that shows that many other neighborhoods look much the same way.

Then, heading downtown, he points to polished high-rise office buildings where, mainly, suburban dwellers work.

The city's children, being disproportionately poor and overwhelmingly black and Hispanic, he said, can hope to get hourly clerical jobs, at best, in these buildings.

"I would like," Mr. Forman said, "to walk into an office and see a former poor minority kid as the boss, and the kids from the suburbs as data-entry workers."

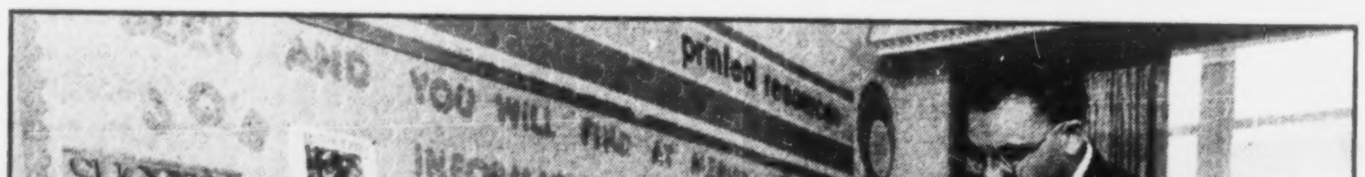
A group of civil-rights advocates, with Mr. Forman's blessing, is seeking to help bring about just such a vision by forcing what they see as the necessary changes in the city's schools.

In an unusual lawsuit filed in 1989, which is expected to be argued this fall in the Connecticut Superior Court, the civil-rights advocates charge that racial, ethnic, and economic segregation between the schools of Hartford and its suburbs violates poor and minority children's rights to a "minimally adequate education."

In language similar to that used in school-finance lawsuits, the civil-rights advocates seek to compel Connecticut—per capita, the wealthiest state in the nation—to provide the city's children with

Continued on Page 12

Communities Come to Aid of Students Aspiring to College



Photopress

David Harvey, an adviser with the CollegeBound Foundation, discusses college options with students at Mergenthaler Vocational-Technical High School in Baltimore.

By Mark Pitsch

An increasing number of communities are stepping in to bridge the gap between rapidly rising tuition costs and students who cannot afford to go on to college without financial assistance.

Recognizing that schools need help paving the way for financially needy youngsters who aspire to attend college, these communities are developing programs that provide high-school students with the money and information they need to pursue a higher education.

"I think what's happened, very honestly, is these groups have been constituted in communities around the country to respond to a student need that is unmet by the current guidance-and-delivery system," said Frank Burtnett, the executive director of the National Association of College Admission Counselors.

Although one such program dates back to

Continued on Page 14

Proponents Optimistic Calif. Choice Initiative Will Be on Fall Ballot

By Lynn Olson

Supporters of a private-school-voucher initiative in California that observers predict could greatly intensify nationwide debate on the issue say they have gathered enough signatures to qualify for the November ballot.

Organizers of the Parental Choice in Education Initiative had filed petitions in more than 50 of California's 58 counties by late last week. They were expected to submit the remaining petitions in the near future.

Kevin D. Teasley, the campaign's manager, said nearly 1 million signatures would be turned over to the California secretary of state in total—enough, he said, to produce the 615,958 valid signatures of registered voters needed to qualify the measure.

But opponents said it was too close to predict whether the proposal would make it onto the 1992 ballot.

"It's going to be right down to the wire," said Bill Honig, the state superintendent of public instruction. "They're turning in these signatures late."

Secretary of State March Fong Eu had suggested that the sponsors submit their lists of names by April 17 to ensure that they could be verified by June 25, the legal

Continued on Page 19

Also in the news

5 **Doing Hard Time** A New Jersey judge is sentencing parents of truant students in Paterson to work in the schools.

5 **Head Start Hassle** A plan to remove Head Start programs from Chicago's public schools has pitted parent against parent.

16 **Cutting Their Losses** Some wealthy districts losing in funding-equity battles are starting local foundations to boost their programs.

IN SUMMARY

A Small Slice
Despite gains in the 1980's, programs specifically for girls and women still receive only a small slice of the philanthropic funding pie, a study concludes.
Page 4.

Business on Health
Business leaders and health experts last week agreed that businesses should play a larger role in ensuring that their employees and their children have access to high-quality health care. **Page 8.**

An Enticing Offer
A small liberal-arts institution in Massachusetts is offering 30 scholarships worth $50,000 apiece to promising high-school sophomores wishing to attend the school. **Page 10.**

Military Mental-Health Care
A Congressional committee heard last week that children of parents employed by the military have in many cases received poor or inappropriate mental-health treatment. **Page 10.**

Revolt at the Polls
The school board in Green Brook, N.J., has ended discussions with a for-profit school-management firm after voters turned out several board members who had held talks with the company. **Page 10.**

Chapter 1 Changes?
The formula for distributing federal Chapter 1 dollars to the states may undergo a change next year, observers say, but probably not without a hue and cry.
Page 20.

Pyramid Power
The Department of Agriculture has finally released an updated "food pyramid" as its new symbol for communicating the elements of a healthy diet to schoolchildren and other Americans. **Page 20.**

Ballot Box	**21**
Books	**24**
Commentary	**23 and 32**
Deadlines	**27**
Early Years	**10**
Events	**26**
Focus On: Teachers	**6**
Legislative Update	**17**
Letters	**24**
Marketplace	**28**
Philanthropy	**9**
Special Education	**8**
State Journal	**16**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 33.

ACROSS THE NATION

NATIONAL

Mexican-American Mothers Cite Health Aid in Choosing Welfare

A two-year study of the views of Mexican-American women on welfare shows that many are confused by and suspicious of the welfare system, and participate mainly to get health benefits for their children.

The second and final report from the project, which drew its findings from "focus groups" involving 76 Mexican-American women in four low-income communities, was released late last month by the National Council of La Raza's Poverty Project.

The study says many of the participants "face a choice between working at low-paying jobs with no health-care benefits for their children, or turning to welfare in order to provide their children with Medicaid."

Their "experiences with low-quality training and work-experience programs had left them frustrated and angry," it says.

Besides promoting health care, child care, and employment policies that "make work pay," the report calls for welfare policies that include "specific strategies for woman-maintained families" and focus on retraining and the creation of jobs.

Copies of "For My Children: Mexican-American Women, Work, and Welfare," are available for $7.50 each from the Publications Department, National Council of La Raza, 810 First St., N.W., Suite 300, Washington, D.C. 20002. ■

DISTRICTS

Phoenix School Officials Charge U.S. Border Agents Harass Students

Officials of the Phoenix Union High School District have accused locally based federal immigration officials of arresting and intimidating students in an effort to find illegal aliens.

Sylvia Long, the director of the district's migrant-education program, held a press conference late last month to accuse U.S. Border Patrol agents of rounding up and intimidating students in an effort to get them to reveal information about their citizenship status.

Two teenage girls participating in the press conference, who face deportation as illegal aliens even though their parents are in the United States legally, recounted being ordered by agents into an unmarked van and then taken to a downtown building where they were questioned about their parents' immigration status.

The Border Patrol's actions have led some families to be deported and have frightened some children away from school, district officials said.

But Ed Pyeatt, the assistant chief patrol agent for that area's sector of the Border Patrol, called the accusation that the agents target students "ludicrous." Juveniles accounted for only 178 of 1,200 people picked up by his agents during the first three months of this calendar year, he said.

Mr. Pyeatt added, however, that documents related to the apprehension of the two girls have been sent to the inspector general's office in the U.S. Justice Department to ensure there had been no misconduct by the agents.

Riots Close Schools in Los Angeles Following Verdict in Beating Trial

About one-fifth of the public schools in the Los Angeles Unified School District were closed late last week in response to rioting that followed the acquittal of four white police officers charged in the beating of a black motorist.

A spokesman for the district said concern over student safety prompted the closing last Thursday of 78 elementary schools, 14 junior high schools, and 13 senior high schools in south-central Los Angeles, where the disturbances were most intense.

By Friday, all schools in the district were closed as were many private schools. Colleges cancelled classes and closed their campuses.

In addition, students in that area who usually are bused to schools in other parts of the city were not being bused, and private schools reported a drop in attendance.

Last Wednesday, a jury of 12 in nearby Simi Valley acquitted three of the officers on all charges stemming from the the videotaped beating of Rodney King; they deadlocked on one charge against the fourth policeman in the nationally watched case.

■ **More than 60 students from the Southeast Elementary School in Sycamore, Ill., were injured last week during a tour of the O'Hare International Airport outside Chicago when a driver lost control of his car and slammed into the children on a sidewalk.**

A 9-year-old was killed in the collision, which left six people, including an aiport tour guide, in critical condition. Airport officials said 16 people were reported in serious condition and 44 were treated and released at area hospitals.

Chicago police were continuing to investigate the accident late last week. Officials said the children had finished a tour of the airport's exterior and had unloaded from buses for an inside tour when the crash occurred. An airport spokesman said that more than 600 youth groups tour O'Hare each year.

STATES

Kentucky Weighs Use of Chapter 1 Funds for Local Desegregation

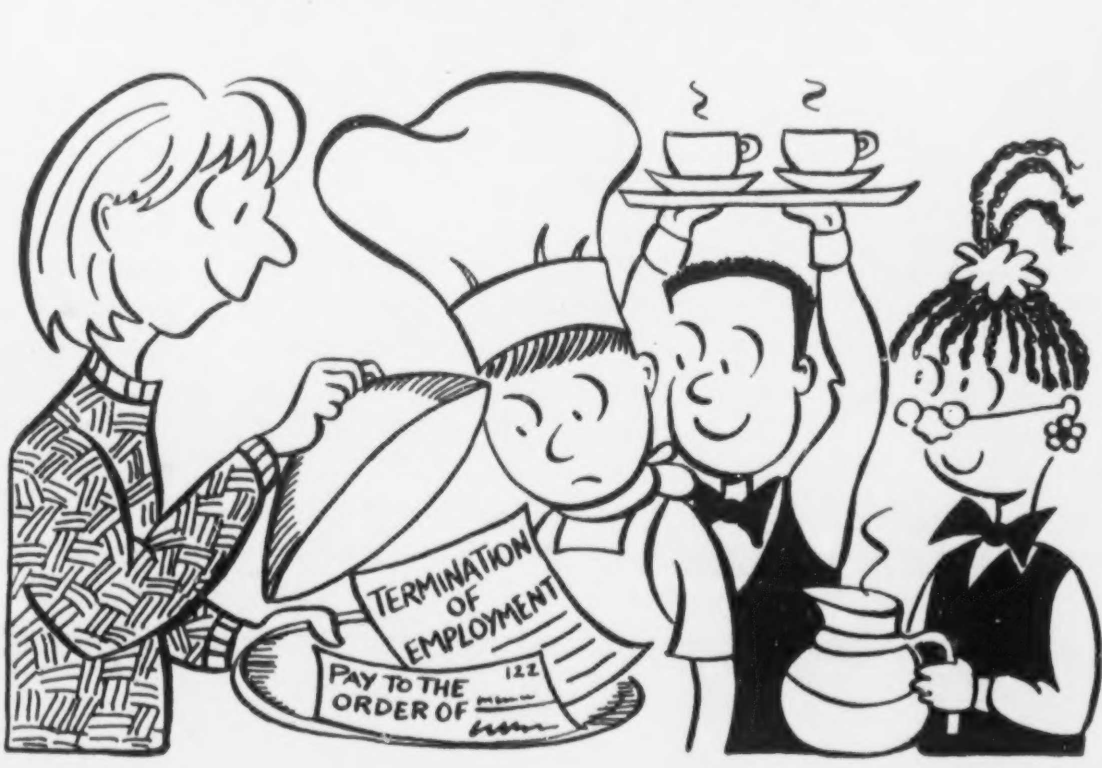
Officials of the Kentucky Department of Education and the U.S. Education Department are reviewing a request from the Jefferson County school district that, if approved, would set a precedent for the use of federal Chapter 1 funds.

School officials in the county have asked the state to allow them to use federal money earmarked for disadvantaged children to fund a voluntary integration program.

Officials of the district, which includes Louisville and several surrounding suburbs, have proposed using Chapter 1 funds to pay most of the $1.2 million needed for a racial-balancing plan approved earlier this year that would "cluster" the district's elementary schools and establish attractive programs within them to draw outside students.

Diane M. Teasley, the director of the division of program resources within the Kentucky education department, said the state is seeking to ensure that the Chapter 1 money will continue to be spent on the disadvantaged students it is intended to help. ■

Lesson à la Recession



Leila Cabib

Some teachers give their students gold stars for well-written assignments or successful test results. One Cleveland-area teacher, on the other hand, recently gave her students the sack.

This lesson in the realities of the economic recession was the culmination of a three-month student restaurant project organized by Martha Fisher, a 3rd-grade teacher at Westerly School in Bay Village, Ohio.

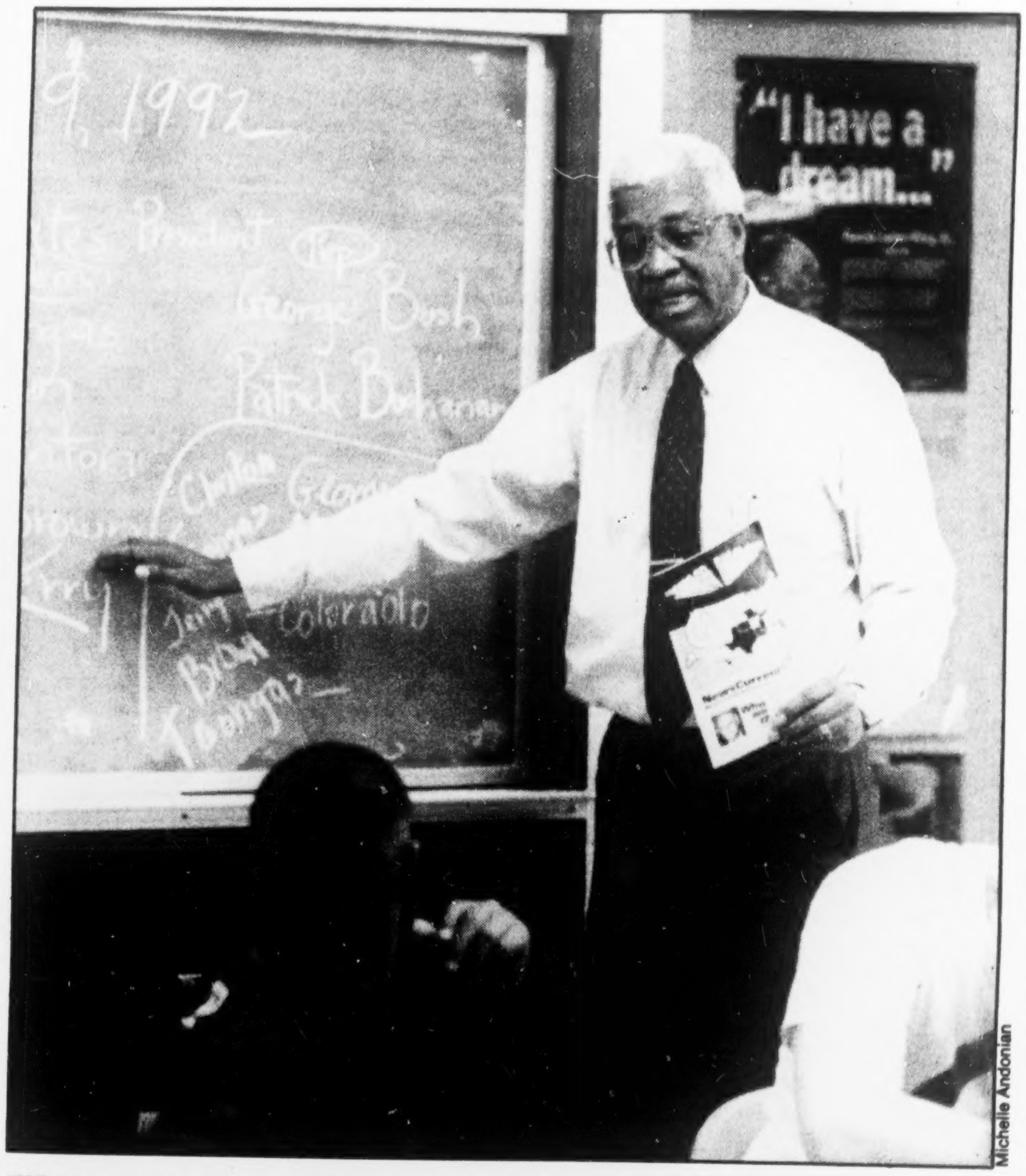
For the past three years, Ms. Fisher has run the project with her class. She discusses the food industry with her students, interviews them for positions in the restaurant, then hires them as chief executive officers, cooks, servers, and decorators.

For two days last month, 350 family members and friends descended on "Reader's Restaurant," the final project, which celebrates children's literature. Customers were served by waiters dressed as such characters from literature as Pippi Longstocking and Robin Hood. On the menu were novel-namesake delicacies, including a worst-case denoument to *Charlotte's Web* called "Wilbur Ham." In school, as in life, profits were scaled, and the 27 students cashed their checks for $7 to $10.

The gastronomical triumph was short-lived, however—pink slips went out the day after the restaurant closed.

"We wanted to tie in the results of the recession to the project," says Ms. Fisher, who adds that the children were not too upset about their sacking. Students then learned about life on the dole by filling out mock unemployment forms and investigating government services for the jobless.

Next year, Ms. Fisher plans on a dinner theater, complete with actors, waiters, and of course, more pink slips. —S.K.G.



Michelle Andonian

"When you say you are no longer a student," Thomas A. Fleming, the Teacher of the Year, says, "you are giving up a great portion of your identity."

which he found he could not read. Some fellow soldiers took him into their weekly Bible class and coached him through the Book of Mark.

As he learned it, he says, "something connected in me of what these words meant, and it was a life-changing experience."

When he returned stateside in 1955, he was not planning to be an educator, but instead, "I was wanting to learn the Bible for the kind of spiritual nurturance it would give me."

Soon after, he enrolled in night school, earned his G.E.D., and began to pursue a degree at the Detroit Bible College (now William Tyndale College), from which he was graduated with a bachelor's of religious education in 1964.

'A Father to Those Boys'

During the middle to late 1950's, he met and lived for two years with the Rev. George Gooden Jr. and his wife, Lucy Gooden.

Tom Fleming was "like my son," Mr. Gooden recalls, and he became one of the founding members of a storefront church, the Bible Community Baptist Church in Detroit, where Mr. Gooden is still pastor.

At the church, Mr. Fleming was licensed as a minister, headed the Sunday school, and founded the Boys Contact Club, an after-school and Saturday group to keep youths off the street with Bible study and athletics.

As Mr. Gooden remembers, "He tried to be a father to those boys, boys who didn't have a father like him."

"He wanted to motivate them toward education and toward God," says Mr. Gooden, whom Mr. Fleming describes as "one of my earliest spiritual leaders."

Mr. Fleming, who now has three children of his own, cites that boys-club experience as contributing to his interest in working with young people.

But, he adds, "a lot of what I attempted to do with them automatically gave me a lot of positive reinforcement, too—that I counted for something at that point with them, [that] I was important in their lives."

That interest deepened as he worked his way through college and graduate school as an attendant at state hospitals treating young people with psychological problems.

It was through those jobs that he decided to change his major at Eastern Michigan University from social-studies education to special education, he says. He earned his master's from that institution in 1968.

Many of Mr. Fleming's own experiences have had a significant effect on how he deals with his current students, he says.

"I see young people today," Mr. Fleming says, "struggling to master just certain subject matter, learning how to spell, learning how to read comprehensively, and I can just remember back there when it was so difficult for me."

To show his students that a poor student can go on to later success, he says, "I take right now my school records and let the kids see how many times I flunked courses."

But his continuing desire to learn, something he tries to impart to his students, eventually paid off.

"I'll never forget when I first began to pass tests" in college at age 25 or 26, Mr. Fleming recalls.

"I had that breakthrough," he says. "It was fantastic for me."

Making Connections

In his work at the Ann Arbor detention center, he has had to make other breakthroughs, tearing down suspicion, distrust, and apathy about school.

"So often," Mr. Fleming says, "some of my earliest exchanges with them are to say, 'What is your alternative? If you are now 14 years old and you do not want to be a student anymore, what are you going to do?' "

Regardless of whether the students are with him for five days or 30 days, he tries "to reconnect them to the definition of what they are—a student."

"When you say you are no longer a student," he says, "you are giving up a great portion of your identity."

Apparently some students take his philosophy to heart.

"I know that Tom Fleming's students do successfully reintegrate [into their local school districts] and do achieve high-school graduation," said Mr. Emlaw of the Washtenaw Intermediate district.

Perhaps his most famous former pupil is A. Whitney Brown, a student of Mr. Fleming's at a state institution for juvenile offenders, who became a writer and performer on the television show "Saturday Night Live."

Mr. Brown dedicated his book *The Big Picture* to Mr. Fleming and another instructor, saying they were "teachers who made a difference." ■

Q. Another issue you address are the problems the men had with their cooperating teachers and mentors. Can you explain some of those problems?

A. I think that cross-sex mentoring in general can be problematic. The literature shows that's true in the corporate world, and it seems to be borne out here.

A lot of the cooperating teachers are really impressed by the men that they get. Because they themselves aren't used to articulating their practice, they often think that what they do is easy, so it's hard for them to share with the men just what it is the very basics are. And that, of course, is what any novice really needs to know.

And some of [the cooperating teachers] feel that the men who are coming in with a transformative vision of teaching—and I think most men who come into elementary-school teaching as a second career really do have a vision of wanting to make things different—[are operating] from either a naïveté or an indictment of their practice, and so they become threatened and dialogue becomes difficult.

Q. Is part of the problem that men may be less likely to seek and receive the support they need as novices?

A. I don't think that they have trouble taking support when it's available. In fact, it's been my experience that they are very grateful for it. But they don't necessarily ask for it. Sometimes, like any new teacher, they don't even know the questions to ask.

Q. If schools were aware of these problems, might they be able to ease the transition for second-career teachers, and males in particular?

A. I think so. There really needs to be dialogue and a team process between the college, the college adviser, and the school so that there will be more people able to articulate what's going on. If there's a feeling of collegiality, then it's more likely that whatever's problematic can be put on the table and dealt with.

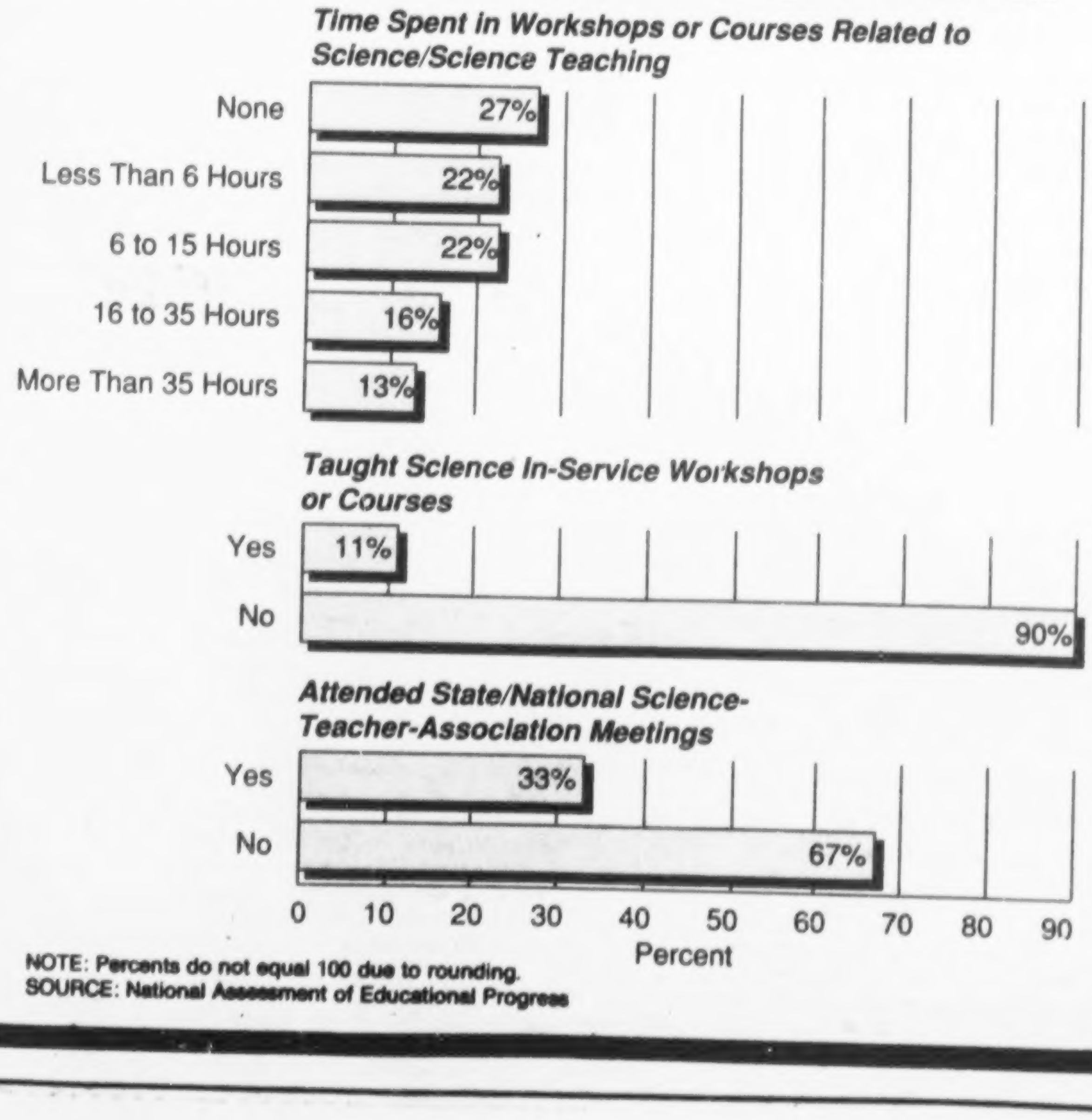
Q. Are you planning to do more research on this subject?

A. Definitely. I started out looking at the gender implications of women coming to teaching as a second career. In part of that study, I included men just to kind of get a counterpoint. As I began to look at the data and think about it, the counterpoint became interesting, too. It has implications for understanding both the whole world of second-career people, and also for highlighting the special needs of men. ■

DIMENSIONS

Teachers' Professional Activities

Percent of 8th Graders' Science Teachers Who Undertook Professional Activities During the Past Year



NOTE: Percents do not equal 100 due to rounding.
SOURCE: National Assessment of Educational Progress

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 34 · May 13, 1992

© 1992 Editorial Projects in Education / $3.00

Panel Paves Way To Test Students' Geography Skills

NAEP Tests Foreseen In 4th, 8th, 12th Grades

By Debra Viadero

WASHINGTON—Giving impetus to a long-neglected discipline in the school curriculum, the National Assessment Governing Board late last week was poised to adopt a draft framework for the first full-blown national assessment of students' grasp of geography.

If approved at a meeting here, the framework would be used to guide the development of the 1994 National Assessment of Educational Progress geography tests for students in grades 4, 8, and 12.

"It's about time we took geography seriously," said Chester E. Finn Jr., a member of the governing board and a professor of education and public policy at Vanderbilt University.

"This assessment," he said, "will both give us base-line information as to where we are and a far clearer notion as to where we ought to be in geography."

After nearly disappearing from U.S. schools, geography began moving up on education agendas in the mid-1980's after surveys and tests suggested American students were woefully ignorant in that area.

The subject, commonly taught under the

Continued on Page 16

O'Hare Car Disaster Highlights the Risks In School Field Trips

By Mark Walsh

The school field trip, long considered a necessary element for a well-rounded education, can become a safety or legal nightmare when something goes awry.

That much was evident in Chicago late last month, where an elementary school's trip to O'Hare International Airport turned to tragedy when an automobile jumped a curb and plowed into dozens of pupils and adults gathered on the sidewalk outside a terminal.

A 3rd-grade student from Southeast School in Sycamore, Ill., was killed, and 62 other students and 14 adults were transported to hospitals, some with serious injuries.

The 87-year-old driver of the car reportedly told police he was pulling in behind the two buses that had just dropped off the schoolchildren when his accelerator stuck. The car plowed directly into the group, stopping only when it hit a lightpole. One witness told the *Chicago Tribune* that "there were kids and bodies all over."

The Chicago accident highlights the danger that often lurks in school field trips and extracurricular outings. The duty of school

Continued on Page 16

L.A. Events Seen Touching Schools 'for Years'

By Peter Schmidt

Tonya A. Evatt

On the first day of school after the riots, students make their way past National Guard troops near Washington Preparatory High in Los Angeles.

As children returned to Los Angeles classrooms last week, educators were buoyed by the fact that schools were all but spared in the wave of violence that swept over large chunks of the city in the wake of the Rodney G. King verdict.

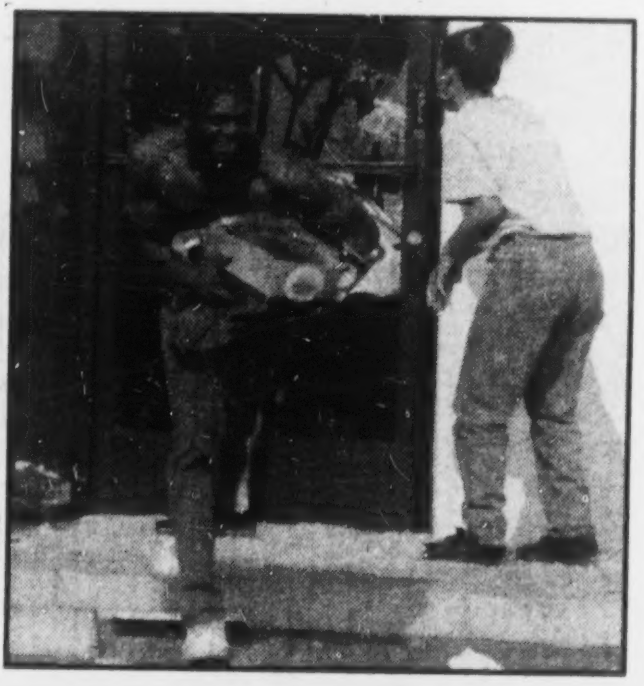
Schools urged to follow through on lessons from L.A., page 14.

"To me, that says that people see our schools as our hope and our vehicle to move out of that sense of frustration," said Leticia Quezada, a member of the Los Angeles Unified School District board.

Moving quickly to respond to the unrest, district officials mobilized a wide-scale effort to comfort children and announced that they plan to take a lead role in promoting peace and justice in the city.

"The events of the past week will have dramatic implications as to what we do in

Continued on Page 12



AP/Wide World

During the unrest that followed the Rodney G. King trial verdict, a young looter runs from a drug store in South-Central Los Angeles loaded with stolen merchandise.

Host of Motives and Circumstances Spurred Youth Violence, Experts Say

By Millicent Lawton

Young people under age 25, mainly impoverished blacks, were among the first to begin rioting on the streets of South-Central Los Angeles following the verdict in the Rodney G. King beating case, representing the leading edge of a violent wave that within hours brought rioters of all ages and racial and ethnic backgrounds out across the city, local observers said last week.

A complex set of motives and circumstances, they said, drove the rioters and looters, who ranged from elementary-school children—alone or accompanied by parents—to a 73-year-old arrestee.

For the young people involved, anger over a mostly white jury's verdict virtually exonerating four police officers in the case, hopelessness over a lack of jobs, and a sense of failure traceable in part to low expectations set for them in school all played a part, many community leaders and educators said.

But some observers warned against explanations that might excuse participants' responsibility for their own behavior, or stressed that many youths had simply taken advantage of the turmoil and the slow police response to engage in criminal acts.

Members of youth gangs were among

Continued on Page 13

'Critical Friends' in Re:Learning Faculty Help Colleagues Navigate School Reform

By Lynn Olson

BRONXVILLE, N.Y.—Once a month, Bil Johnson hops in his 1989 Plymouth Sundance and drives north to John Jay High School in upper Westchester County to talk with teachers about school reform.

Mr. Johnson can empathize with their concerns. Most days, he teaches social studies here at Bronxville High School.

"I'm trying to do this stuff all the time myself," the 19-year veteran says. "And I know how hard it is."

His work as a "critical friend" to staff members at John Jay is part of a unique effort to redefine the way professional support is given to schools pursuing large-scale reform.

Known as the National Re:Learning Faculty, it consists of a cohort of like-minded teachers, administrators, community representatives, and school-board members who are struggling with change in their own schools and districts, and who can share their insights and experiences with others.

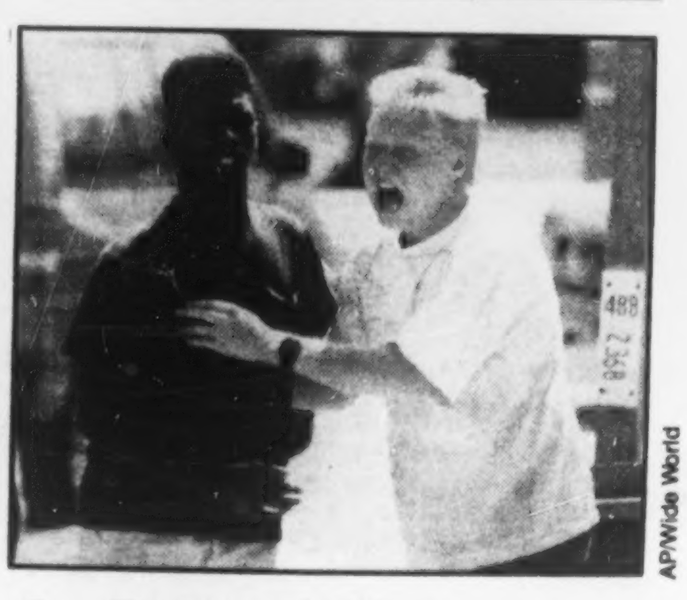
Currently, nearly 100 National Faculty members are either working with schools or being trained to do so. So far, they have assisted more than 30 schools nationwide.

Begun two years ago by one of the largest school-reform networks in the nation, the Coalition of Essential Schools, the National Faculty provides a range of services, including workshops and advice on such topics as curriculum development and scheduling to classroom observations and demonstrations of teaching techniques.

Theodore R. Sizer, a professor of education

Continued on Page 15

Also in the news



AP/Wide World

4 **The Face of Violence**
A small California community is struggling to recover from the nation's worst incident of school violence since 1989.

IN SUMMARY

Testing the Test
Some 500 4th-grade students in 17 states and 6 school districts this week are helping to pilot test the prototype for a new national examination system. **Page 5.**

Systemic Reform Model
The National Science Foundation's year-old Statewide Systemic Initiative may signal a major change in the way the federal government funds reform in math and science teaching. **Page 8.**

Bias in Special Education
The first national survey of Hispanic students in special-education classes concludes that they are far more segregated in American high schools than their black peers. **Page 9.**

Mulling Over Merger
The National Education Association has taken another small step in the lengthy process that could ultimately lead to a merger with the American Federation of Teachers. **Page 10.**

Filling the Gaps
Almost 600 teachers and administrators in Denver have accepted an early-retirement program, raising fears that the system may not find enough experienced replacements. **Page 10.**

Mass. Choice Under Fire
A Massachusetts legislative committee has voted to repeal the state's controversial school-choice law that was hastily adopted during the budget process last year. **Page 17.**

Sold on Skills Standards
A series of regional hearings across the nation on the school-to-work portion of America 2000 revealed broad support for a system of occupational-skill standards for work-bound youths. **Page 20.**

Ballot Box	**22**
Capital Update	**22**
Commentary	**23 and 32**
Events	**27**
Federal File	**20**
Focus On: Students	**6**
Letters	**24**
Marketplace	**28**
Media	**11**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 34. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

National Merit Program Biased Against Girls, Testing Group Says

Once again this spring, boys outnumber girls as National Merit Semifinalists, even though girls typically earn higher grades than boys in both high school and college, the National Center for Fair & Open Testing has charged.

A FairTest analysis of the 15,611 semifinalists this year revealed that 59 percent were males and 37 percent were females. Because the testing-watchdog group analyzed the first names of the students, the student's sex could not be determined in 4 percent of the cases.

Initial eligibility for the awards is based on a student's score on the Preliminary Scholastic Aptitude Test.

Each year, about one million students take the test in order to quality for one of some 6,300 National Merit college scholarships.

"The National Merit Scholarship Corporation continues to block the door to equal educational opportunity for young women by using an unfair test," said Cinthia Schuman, FairTest's executive director.

Elaine Detweiler, a spokesman for the National Merit Scholarship Corporation, countered that the process also takes into account a student's academic record, school and community activities, and written recommendations.

Ms. Detweiler said that the test is not biased, but that boys take harder courses, especially in mathematics and science, which gives them an edge.

■ **The Educational Excellence Network, an information clearinghouse founded at Vanderbilt University in 1982 by Chester E. Finn Jr. and Diane S. Ravitch, will move to the Hudson Institute in July.**

The 1,900-member network, currently based in Washington, has sponsored several books and conferences, and publishes a monthly compendium of articles on education. It has also collaborated with the Hudson Institute on a proposal to the New American Schools Development Corporation.

The project will move to Hudson's headquarters in Indianapolis in the fall. ■

STATES

Minnesota Court Upholds Use of Public Funds at Private Colleges

A Minnesota appellate court has upheld a state program that allows high-school juniors and seniors to take classes at public or private colleges and universities, including religiously affiliated ones, at state expense.

A panel of the Minnesota Court of Appeals on April 28 upheld a trial judge's dismissal of a lawsuit by the Minnesota Federation of Teachers challenging the Post-Secondary Enrollment Options program.

The union charged that the participation of several private religious colleges in the program violated the state constitution's ban on using public money to benefit religious institutions.

The court said the benefit the colleges received under the program were "indirect and incidental" and that the state law barred secondary-school students from taking religion classes under the program.

A similar lawsuit challenging the program under the U.S. Constitution was dismissed by a federal judge in 1990.

■ **The State of Maryland will channel $2 million in surplus school-construction funds into a newly instituted grant program to help school systems refurbish their science laboratories.**

The "challenge grants," announced last week by Gov. William Donald Schaefer, will encourage school systems in the state to cooperate with local businesses in order to raise their share of the necessary revenue to upgrade to upgrade biology, chemistry, and physics labs.

Facilities in Montgomery County, Md., an affluent suburb of Washington, are among the nation's best. But many schools in Maryland's largely rural western and Eastern Shore counties, as well as in Baltimore, lack even the most basic equipment, said Michael J. Hooker, the chairman of the Governor's Committee on High School Science Labs for the 21st Century.

Money for the program became available, officials said, because the sluggish economy has forced contractors to submit lower bids on school-construction projects, which are funded in part by the state. ■

Tracking Teddy's Travels

ITALY
FLY
SPAIN
UK
JAL

Loel Barr

At Hillside Elementary School in Berwyn, Pa., a student's teddy bear has become an important tool for teaching world geography.

The bear recently traveled throughout the United States and to more than a dozen foreign countries, including Canada, New Zealand, Australia, Switzerland, England, Germany, Singapore, Oman, Yugoslavia, Saudi Arabia, and Sri Lanka. The bear returned with several pouches full of toys, magazines, coloring books, puzzles, and messages.

The seven-week journey will be traced on a map with information gathered from a logbook the stuffed bear carried in its waist pouch.

"It's turned into quite a project. The whole school's gotten involved," said Mark Wheeler, a USAir customer-service representative who organized the trip for his 6-year-old daughter Anne's kindergarten class.

Mr. Wheeler asked a flight crew to take the bear to Columbus, Ohio, a destination his daughter chose after learning about Christopher Columbus in school. From there, the bear was passed along from crew to crew, and, eventually, from airline to airline.

"Everybody got involved, and everybody really enjoyed it," Mr. Wheeler said. "Even the customs agents. They stamped the logbook like a passport." —L.D.

DISTRICTS

Suit Challenges Expulsion Policy In Florida School District

A class-action lawsuit has been filed against the Orange County, Fla., school district in an effort to force school officials to re-evaluate their student-expulsion policy.

The suit was filed on the behalf of three students whose parents claim that the youngsters were unfairly expelled and that their special-education needs were unmet.

The main plaintiff, Ulysses Delgado, had been suspended for his involvement in a fight; before the incident, his mother had unsuccessfully attempted to place the 15-year-old in a special-education program.

Late last month, a state circuit-court judge ordered the student's expulsion set aside until he could be evaluated for any special needs.

Francine Paradise, a representative of Greater Orange Area Legal Services, says the suit has attracted the attention of other parents whose at-risk children have been suspended or expelled.

According to Ms. Paradise, Orange County students accounted for two-thirds of the 743 students expelled from Florida schools in the 1990-91 school year.

During the court-ordered student evaluation, district officials said, Ulysses was found to be emotionally handicapped and, therefore, may be eligible for summer school, rather than expulsion.

David Sojourner, an assistant superintendent for secondary education in the 105,000-student district, said expulsion candidates are being similarly evaluated for special-education needs.

■ **School officials in Cheltenham, Pa., have pledged to respond more quickly to indications of learning disabilities in children after federal investigators faulted the district for ignoring a father's concerns about his daughter's learning problems.**

In an agreement signed last month with the U.S. Education Department's office for civil rights, district officials pledged to instruct staff members to provide parents with information about their rights under special-education law and about the district's handicapped programs when they raise such concerns in the future. School officials are required to evaluate a child for disabilities upon a parent's request.

The investigation was prompted by Robert Landau, who said school officials had failed to respond to his concerns, expressed since 1989, that his daughter might have a learning disability.

Howard Is 1st in Degrees To Blacks, Survey Finds

By Mark Pitsch

Howard University, the nation's largest four-year predominantly black postsecondary-education institution, awarded the most undergraduate degrees to blacks during the 1988-89 academic year, according to a new survey released last week.

The University of Maryland, meanwhile, was the top degree producer for blacks among all predominantly white colleges, the survey found.

Conducted by *Black Issues in Higher Education*, a weekly journal based in Fairfax, Va., the survey is the most comprehensive statistical report on degrees conferred to minority students, according to the journal's publisher, Frank L. Matthews.

"This statistical report is destined to become higher education's measuring tape," he said.

The study found that, at Howard, 744 baccalaureate degrees conferred after the 1989 spring semester—85.8 percent of all degrees awarded—went to black students.

The University of Maryland, meanwhile, awarded 286 degrees to African-Americans that year, the study said.

University of Maryland officials attributed its success to early-intervention, mentoring, and other programs targeted at minority populations; a scholarship program—currently the subject of litigation—that provides scholarships to blacks; and an existing "critical mass" of black students.

Marie Davidson, the executive assistant to President William E. Kirwan, said the institution also has "a cadre of very dedicated people who have worked very diligently to increase the number of black students who have been recruited to the campus, who have been retained at the campus, and who have graduated."

Drawn from data from federal and private sources, the *Black Issues* survey, in addition to ranking the top 100 degree producers for blacks, also lists the top 50 degree producers for blacks from predominantly white schools, the top schools conferring degrees to other minority groups, and the top fields of study for minority students during the 1988-89 academic year.

It does not, however, offer an institutional ranking according to the number of minority students recruited, retained, and graduated.

Black Doctorates Up

The survey results were issued the same week that the National Research Council released data showing that, for the first time since 1977, the number of black students earning doctoral degrees is increasing.

The N.R.C. said 933 blacks earned doctoral degrees in 1991, compared with 897 in 1990 and 821 in 1989. That amounts to an increase of 13 percent between 1989 and 1991, although an N.R.C. official noted that the increases are partly attributable to more aggressive follow-up efforts by researchers in identifying the number of doctorates awarded.

In the *Black Issues* survey, the University of Maryland ranked 12th among all institutions in graduating black students. The next two highest-ranking predominantly white schools were Rutgers, the flagship state university in New Jersey, with 255, and Philadelphia's Temple University, with 254.

Among all schools, they ranked 16th and 17th, respectively.

Four Puerto Rican universities were ranked among the top five in graduating the most Hispanic students, while Florida International University, ranking fourth, was the highest-ranking institution in the United States.

For Asians, the highest-ranking degree-granting university was the University of Hawaii, followed by the University of California at Berkeley.

Southeastern Oklahoma State University conferred the most undergraduate degrees to American Indians, while Northeastern State University, also in Oklahoma, ranked second.

Among other findings, the survey also reported that:

- Columbia University, with 102, was the highest doctoral-degree producer over all for minorities, while Clark-Atlanta University ranked highest for blacks. Columbia ranked highest for Hispanics, Berkeley ranked highest for Asians, and Harvard University ranked highest for American Indians.
- Clark-Atlanta awarded the most doctoral degrees in education to blacks, Texas A & M University awarded the most education doctorates to Hispanics, and Columbia conferred the most education doctorates to Asians.
- Education ranked as the top field of study, based on the number of students pursuing master's and doctoral degrees, for blacks, Hispanics, and American Indians. Education ranked fourth among Asians.

Copies of the rankings can be obtained from Cox, Matthews, and Associates Inc., 10520 Warwick Ave., Suite B8, Fairfax, Va. 22030; telephone (703) 385-2981.

Degrees Conferred to African-Americans In Predominantly White Schools, 1988-89

	Institution	State	Men	Women	Total
1	Univ. of Maryland—College Park	MD	121	165	286
2	Rutgers Univ.—New Brunswick	NJ	91	164	255
3	Temple Univ.	PA	84	170	254
4	Univ. of South Carolina—Columbia	SC	96	132	228
5	Univ. of Pittsburgh	PA	111	102	213
6	Southern Illinois Univ.—Carbondale	IL	123	84	207
7	Memphis State Univ.	TN	64	134	198
8	Univ. of California—Los Angeles	CA	62	134	196
9	Univ. of Florida	FL	66	130	186
9	Georgia State Univ.	GA	58	128	186
11	North Carolina State Univ.	NC	81	102	183
12	Univ. of California—Berkeley	CA	84	88	172
13	Wayne State Univ.	MI	62	109	171
14	Michigan State Univ.	MI	61	107	168
14	Univ. of Southern Mississippi	MS	60	108	168
16	Towson State Univ.	MD	52	115	167
17	Univ. of North Carolina—Chapel Hill	NC	49	114	163
18	National Univ.	CA	91	71	162
19	Park College	MO	103	51	154
19	Univ. of Texas—Austin	TX	57	97	154
21	Roosevelt Univ.	IL	38	113	151
22	Univ. of Illinois—Urbana	IL	66	80	146
22	Univ. of Michigan—Ann Arbor	MI	61	85	146
24	Univ. of Illinois—Chicago	IL	53	92	145
25	Univ. of Virginia	VA	50	93	143
25	Univ. of Alabama	AL	45	98	143
27	Syracuse Univ.	NY	48	88	136
27	Penn State Univ.—Main	PA	51	85	136
29	Pace Univ.—New York	NY	33	101	134
29	St. John's Univ.—New York	NY	45	89	134
31	Virginia Commonwealth Univ.	VA	42	90	132
32	San Francisco State Univ.	CA	52	79	131
33	Univ. of Cincinnati—Main	OH	46	81	127
34	Univ. of Pennsylvania	PA	52	74	126
35	Ohio State Univ.—Main	OH	53	70	123
36	Florida State Univ.	FL	42	79	121
37	Northwestern Univ.	IL	35	85	120
37	Purdue Univ.—Main	IN	63	57	120
39	SUNY College—Old Westbury	NY	52	67	119
40	Mississippi State Univ.	MS	44	74	118
41	Univ. of New Orleans	LA	40	81	117
41	Old Dominion Univ.	VA	53	64	117
43	Calif. State Univ.—Dominguez Hills	CA	44	72	116
44	East Carolina Univ.	NC	41	73	114
44	Long Island Univ.—Brooklyn	NY	33	81	114
45	Univ. of Houston	TX	35	79	113
46	Louisiana State Univ. Agr. & Mech.	LA	33	76	109
47	DePaul Univ.	IL	30	77	107
48	Illinios State Univ.	IL	46	60	106

SOURCE: Black Issues in Higher Education

Spelman College Receives Record Gift of $37 Million

Spelman College officials announced last week that they will receive the largest gift ever made to a predominantly black college.

The $37-million gift from the DeWitt Wallace/Spelman College Fund, created in 1981 with a $1-million donation by the founder of Reader's Digest, surpasses the record $20-million gift presented to Spelman three years ago by the actor Bill Cosby and his wife, Camille.

The current endowment of the 111-year-old woman's college in Atlanta is $51 million, and the new gift will be added by the end of the year.

"I keep thinking that this gift has come at a time when it is not so easy [to pay for] higher education," said Johnnetta B. Cole, the president of Spelman College. "It's not so easy anymore to say, 'Of course, she's going to college.' "

Part of the new endowment, $8 million, will be used to revamp the college's honors-program curriculum.

But the bulk of it, $29 million, will be used for a variety of new scholarships:

- Presidential scholars will receive full, four-year scholarships and must show outstanding academic promise, leadership, and community service in high school.
- Dean's scholars will receive full or half scholarships for four years and must rank in the top 10 percent of their high-school class.
- Achievement scholars will allow Spelman students with a 3.5 grade-point average on a scale of 4.0 to apply for full or half scholarships.
- Merit scholars will receive awards based more on need, although they must also show a strong student record, Ms. Cole said.
- International scholarships will bring in students from around the world.

Spelman is one of two historically black colleges in the nation that serve women.

—M.P.

---

500 Teachers in 17 States, 6 Districts To Pilot National Exam

By Robert Rothman

In a significant step toward the development of a national examination system, some 500 4th-grade teachers in 17 states and 6 school districts this week will begin piloting the prototype for such a system.

"We are descending from the realms of rhetoric into practical reality," said Marc S. Tucker, the president of the National Center on Education and the Economy and the co-director of the effort, known as the New Standards Project.

Over the next three weeks, the teachers will administer a total of six tasks in language arts and eight in mathematics, which are expected to take two to four class periods to complete. Teachers and pupils will also be asked to fill out questionnaires on their classroom practices and backgrounds.

Although the results will provide data on student performance in the two subjects, the purpose of the pilot is to test the feasibility of a large-scale assessment of complex performance tasks, according to Daniel P. Resnick, the director of research for the project.

"We're trying to see what good tasks look like," Mr. Resnick said. "We are not trying to assess kids."

Trying Out Tasks

Although a number of organizations have proposed the creation of national standards for student performance and a related system of assessments, the New Standards Project—which was funded by grants from the John D. and Catherine T. MacArthur Foundation and the Pew Charitable Trusts—is the closest toward realization.

The development of the exam began last summer in Snowmass, Colo., when groups of teachers and curriculum specialists from the participating states and districts developed tasks that could form the building blocks of the new system. *(See Education Week, Sept. 4, 1991.)*

Over the past year, teachers tried out the tasks, which were then refined and distilled into the 14 that will be administered beginning this week.

"The only way" to determine the quality of the assessment tasks, said Mr. Tucker, "is to give them to teachers and have them give them to kids."

Because it is a pilot, Mr. Resnick said, the tasks are not intended to represent curriculum's entire scope.

"We recognize that these have not at all tapped the full range of the content concerns represented in the National Council of Teachers of Mathematics standards, nor for that matter a rich literacy framework," he said.

Different Building Block

To conduct the pilot, each participating jurisdiction selected 10 teachers from each subject area. Several jurisdictions, with their own funds, also enlisted additional teachers.

The assessment tasks include pre-assessment activities, to provide context for the questions and to gather prior knowledge; they all also require individual and group work, as well as writing.

To provide a "real-world context" for the assessment, the math items require the manipulation of materials, such as tiles, and the language-arts assessment uses whole texts. One of the literacy tasks involves responses to a book, *Amazing Grace*, copies of which the project purchased for use in the pilot.

"This is a very different kind of building block than an item in a standardized test, in which there is a clearly framed problem and one right answer," Mr. Tucker said.

One-tenth of the pupils will perform two tasks, to determine the extent to which their performance can be generalized to provide information about their overall knowledge and skills in the subject.

Professional Development

Over the next year, project officials plan to expand the examination to include 10 times as many tasks. Eventually, the examination is also expected to include long-term projects and portfolios as well.

They also plan, depending on resources, to increase from 5 to 10 times the number of teachers involved, and to add exams for 8th and 10th graders and in other subjects.

Lauren B. Resnick, the director of the L.R.D.C. and the co-director of the New Standards Project, said that the project is committed to training teachers who take part in the examination system. All of the teachers involved in the pilot participated in the generation of tasks, and will help score them at a workshop in Montana late next month, she noted.

These teachers, in turn, will train the next generation of participants.

"We are not putting in place exams without preparing teachers for them," she said.

But Paul G. LeMahieu, the director of the division of research, evaluation, and test development for the Pittsburgh public schools, said the project needs to boost its training to prepare teachers to do much more than administer the assessments.

The teachers involved thus far, he noted, tend to be those who already provide the kind of instruction all teachers will need to provide if their students are to do well on the exams.

Once the project becomes a full-blown examination system, he said, "that means professional development on a different scale, and a different purpose."

"That requires a very large and very different response," he said.

COLUMN ONE

Some 71 percent of high-school juniors and seniors rate their teachers as "excellent" or "good," while only 36 percent give their schools similarly high marks, according to a survey released last week by the National Association of Secondary School Principals and Sylvan Learning Centers.

The survey also found that 78 percent of students believe that Japanese high-school students are more committed to their studies than their American peers. Only 10 percent felt the two groups are equally committed, and 2 percent that Americans are more committed.

Based on the responses of 1,365 11th and 12th graders from 20 high schools nationwide, the survey also found that, while the vast majority of students who said they planned to attend college felt "very prepared" or "somewhat prepared" for college, only a third of the students said they were prepared to enter the workforce. But nearly half of the students said they were not going to secure a permanent job directly after graduation.

Copies of the survey are available for $3 each by calling Sylvan Learning Centers, toll free, at (800) 627-4276.

■

High-school students in Florida who are at risk of dropping out of school outperform high-school dropouts on the General Educational Development examination, a study by Florida State University researchers has found.

Florida is one of seven states involved in a pilot program that allows schools to provide G.E.D. preparation for potential dropouts.

Surveying records from 16 school districts in the state, the researchers found that 75.8 percent of the students in the pilot program passed the G.E.D., compared with 73 percent of the adult population taking the test.

The study also found that the pilot program appears to be successful in keeping students in school. Of the 748 students in the program, it found, 81.5 percent—including 4 percent who returned to a traditional high-school program—stayed in school, while 18.5 percent dropped out.

Over the next few years, the researchers will track the employment and college progress of the students in the program.

■

Young people ages 16 to 24 accounted for 42 percent of those who started in jobs between 1987 and 1989, the Census Bureau reports.

But, the agency found, the young people were more likely than others to enter low-paying service-sector jobs.

In all, 41.5 million people ages 16 and older began jobs in that period, the bureau found. —M.S. & R.R.

FOCUS ON: *Students*

In New Mexico Schools, Students Learn From National Lab's 'Science Ambassadors'

By Julie A. Miller

ALBUQUERQUE, N.M.—During most of his working hours, Eugene Lujan uses computers to design weaponry and other scientific equipment. But one day in late April, he is standing in a classroom at Isleta Pueblo and poking wooden skewers into balloons, to the delight of a roomful of 1st graders.

"I hope it busts," says Jerry Nutumya, clapping his hands.

"I hope it doesn't," counters Athena Herrera, covering her ears.

She gets her wish. Mr. Lujan says it worked because he smeared Vaseline on the skewers to act as a sealant and inserted the skewers into the poles of the balloon, where the rubber was stretched the least.

He is teaching scientific concepts. But he is also trying to change the children's attitudes toward science and scientists.

Mr. Lujan is a science adviser at the Isleta school, which means he is given one day a week off from his job at Sandia National Laboratories to work there. About 200 of the Albuquerque laboratory's scientists participate in the program, each assigned to one or more schools.

Currently, 106 Albuquerque public schools participate, along with 42 rural schools, and 29 Bureau of Indian Affairs schools, such as Isleta.

One goal of the program—part of a U.S. Department of Energy education initiative—is to encourage better science instruction. But an equally important mission of the "SCIADS," as they are called at Sandia, is to act as scientific ambassadors, convincing students that science is both exciting and a career they can aspire to.

"I try to emphasize that science is a fun activity, to demythologize it," says John Torczynski, a chemist who is an adviser at Hawthorne Elementary School in Albuquerque. "When a child comes up to you and says, 'I want to be a scientist,' it sends chills up your spine."

"In low-income areas, in particular, the role-model aspect of it is very important," adds Raymond Heath, who coordinates the Albuquerque portion of the SCIAD program.

To that end, the program's directors said they try especially hard to recruit advisers such as Mr. Lujan, who is of Native American descent.

"It's a valuable lesson that Larry is a Hispanic," Marie Garcia, the director of instruction for the Belen school district, says of Larry Salgado, a SCIAD who works at two schools there.

"Kids think of someone in a white coat with thick glasses, hunched over a beaker," Ms. Garcia says. "They can identify with Larry."

Improved Student Attitudes

Educators involved with the program eagerly volunteer evidence of improved student attitudes. At Isleta, for example, the principal, Joseph Green, notes that 25 students entered projects in a science fair for Native American students held in April in Milwaukee.

"The first year I was here, there were zero," he says.

Likewise, when students at Hawthorne Elementary were asked to "illustrate their favorite subject," more than half chose science. Belen's La Merced Elementary School had so many entries that it had to hold two science fairs this year.

"The difference in quality was amazing, too," says Rudy Chavez, the school's principal. "Even the parents could see."

Each SCIAD consults with educators at his or her assigned school to fashion a program that meets the school's needs and curriculum. Some primarily work with teachers on lesson plans, and many work on schoolwide activities like science fairs. But most advisers focus on helping teachers inject more hands-on science into their lessons by preparing in-class experiments.

The lab has also developed a resource center stocked with both individual pieces of equipment and prepackaged boxes with the materials for a particular demonstration.

For example, a box Mr. Salgado brought to Belen Junior High School holds jars and a selection of bottled scents that becomes a lesson on how adult animals and their offspring recognize each other. Half of a 7th-grade class gets the jars, while the others get the lids, and they scurry about the room trying to match scents.

Teachers are uniformly enthusiastic about gaining access to such equipment as generators and lasers that even more affluent schools do not usually possess.

Some teachers also say they appreciate the help of a scientist because they realize that the subject is not one of their strengths.

"You only need three hours in science methodology to be an elementary-school teacher," says La Merced's Mr. Chavez.

Teachers and SCIADS added that most of the training elementary-school teachers do receive is in life sciences, rather than the physical science the Sandians specialize in.

"I never had the courage to start a science club before this," says Harriet Reid, a

After King Verdict and Riots, Educator Discusses Race Relations

Founded in 1971 by the civil-rights lawyer Morris Dees, the Southern Poverty Law Center in Montgomery, Ala., seeks to advance the legal rights of poor people and minorities.

The center is most known for its civil suits against leaders of the Ku Klux Klan and other white-supremacist groups. In 1990, the center helped the family of a black student murdered by Skinheads in Portland, Ore., win a $12.5-million judgment against the White Aryan Resistance leader Tom Metzger and his son, John, for their involvement in promoting hate crimes.

As an outgrowth of its Klanwatch project, the center launched an education project to promote awareness of racial issues. Sara Bullard, the director of the education project, is the author of "Free At Last: A History of the Civil Rights Movement and Those Who Died in the Struggle," and also edits "Teaching Tolerance," the law center's biannual magazine for educators.

In the aftermath of the Rodney King verdict and the subsequent rioting in Los Angeles, Ms. Bullard discussed the state of race relations in the United States with Staff Writer Meg Sommerfeld.

Q. While membership in white-supremacist groups declined in the 1980's, violent acts classified as hate crimes increased. To what do you attribute this?

A. Well, I think it's apparent to anybody in any kind of public setting, especially the public schools, that we're raising a generation of children who, despite the fact that legal segregation is over and the civil-rights movement accomplished a lot of great things . . . do not have a personal feeling of respect and understanding and community with each other.

That explains . . . some of the hardening of racial prejudice. It doesn't fully explain the violence. I think a lot of the worst incidents we see are committed by young people who have severe problems themselves.

Q. When you say young people, what age do you mean?

A. More than half of the hate crimes we see are committed by people under age 25, and a great number of those are under age 18. These are people who have not found a place for themselves in life, who feel threatened, who feel like they need to exercise some control or power over their lives, and sometimes it's expressed through violence.

Q. What does the verdict in the Rodney King case and the subsequent rioting in Los Angeles and elsewhere reveal about the current state of race relations in America?

Q&A

A conversation with Sara Bullard

A. It reveals something that we've been knowing for years at the law center, and that is that our country is bitterly divided along racial lines and ethnic lines, that we're not doing enough to build a sense of community among ourselves and other people. And that, if we continue to

Jonathan A. Meyers

At the Isleta Pueblo school near Albuquerque, N.M., Jesus Martinez, right, the coordinator for B.I.A. and rural schools at Sandia National Laboratories, helps Eugene Lujan, center, the school's SCIAD, demonstrate his balloon-skewering experiment for a class of 1st graders.

teacher at Mark Twain Elementary School. "I was afraid I wouldn't be able to answer their questions."

Several teachers say the experience has also increased their confidence by making science seem accessible to them, in much the same way the advisers aim to make it more accessible to students.

"I think I could have done 20 percent of the experiments last year," says Karin Swelling, a teacher at Hawthorne Elementary. "Now, I could probably do 70 percent."

Focus on Elementary Schools

Michael Wartell, the director of Sandia's Education and New Initiatives Division, created the science-advisers program when he was named to head the lab's education initiative in early 1990, when all D.O.E. research facilities were developing education programs in response to a directive from Secretary James D. Watkins.

The SCIAD program began in the 1990-91 school year with 108 advisers and 120 schools. Mr. Wartell says 103 of the SCIADS "made it through the year," and 75 re-enlisted. All the original schools opted to continue.

The Sandians decided to focus primarily on elementary schools because high schools are more likely to have trained science teachers, and because they think they can have a greater impact on younger children.

"If you haven't followed the science path by the 9th grade, you've eclipsed the possibility of a career in science," says Adrienne Podlesny, a science-curriculum expert for the Albuquerque schools who works full-time on the SCIAD program.

The program has expanded geographically. Some Sandians travel for hours to make monthly visits to Indian schools in northwestern New Mexico. In addition, 12 schools serving tribes as far away as North Carolina participate long distance, communicating with their advisers by computer, fax machines, and videophones, which transmit still photographs via telephone lines.

The SCIAD initiative is the largest component of an education program that Sandia, with an overall $1-billion budget, will spend an estimated $8 million on this year. That figure includes the cost of 25 employees who work full-time on education initiatives and the cost of the volunteers' time. Mr. Wartell says a relatively small portion of the education budget comes from specific D.O.E. grants.

Most of the $108.56 million the D.O.E. spends nationwide on education programs focuses on teacher training, according to Rich Stephens, the director of the office of university and science education.

Many of the labs, including Sandia, operate research internships and in-service workshops for teachers, but Mr. Stephens said the SCIAD program is unique.

Sandia's first venture into education research stirred up a national controversy. In 1990, several of the lab's data analysts were asked to examine statistical evidence of the quality of the nation's education system, and they concluded that policymakers and pundits who bemoan a systemwide crisis are both overstating and misstating educational woes.

The report was sharply criticized by Bush Administration and Congressional officials last year. Some researchers have charged that the Administration has failed to publish the report because it conflicts with its rhetoric.

Evidence of Success

But despite the controversy, officials from the Administration and local schools appear sold on the SCIAD program.

As evidence, the local officials point to an evaluation of the program prepared by the Albuquerque school district, which compared answers on questionnaires administered to teachers, advisers, and students at the beginning and end of the school year.

More than 80 percent of teachers surveyed said the program had a positive impact on their attitude toward science and their ability to teach it. Changes in most student responses were statistically insignificant, but the number who said they could "do scientific things on their own" rose from about 60 percent to about 80 percent.

The science-adviser program's directors say that the best measure of its success will be how many participating students pursue careers in science, and that they are uncomfortable about using test scores to gauge the quality of the program.

"There's pressure from D.O.E. to show an impact, because it costs so much money," Ms. Podlesny of the Albuquerque district says. "They want quantitative proof."

Mr. Stephens of the D.O.E. says the Energy Department wants to measure "more than attitudinal shifts."

"We're trying to develop a strategy for evaluating this kind of program," he says.

He notes that the D.O.E. has contracted with an educational-consulting firm to evaluate the program.

"If the results are as positive as we think, there's no reason we can't replicate this," Mr. Stephens says. ■

---

ignore these divisions between us, then we're going to continue to see violence.

Q. What impact do you think the riots will have on children in the Los Angeles area?

A. It's sad to think of the impact. It's going to be very personal and very devastating for a lot of these children. . . . The scale on which that happened will have a lifelong impact on those children.

Q. What impact do you think the images of the riots on television will have on children elsewhere?

A. I know that it has had a disturbing effect on children across the nation. I was visiting a friend in Fort Lauderdale [Fla.], and her 7-year old son was asking about things he was seeing on the news, and he thought they were down at his corner video store.

So we have to make sure that we talk about them. . . . We need to talk not just about the rioting, but what led up to it, the system of justice, how things work.

[Children] need a deeper understanding of the problems that resulted in that verdict, and the problems that were expressed in the rioting.

Q. How can school officials help to foster positive attitudes about race among their students as they discuss these issues?

A. First of all, they can talk freely about these issues. Kids have opinions, they . . . want to talk about them. Teachers have a responsibility to guide these discussions with some solid focus on basic values like fairness and honesty and democracy.

I think that teaching conflict-resolution skills is something that every school in the country ought to be doing.

There's a lot of violence in school right now, and a lot of violence on the streets. We have to be able to give our children the skills to be able to disagree and express differences without killing each other.

Q. What can individual teachers do in their classrooms?

A. One thing . . . is to be a model of tolerance, caring, mutual respect, peacemaking. Sometimes that's not easy. As human beings, we find ourselves reacting in ways that are prejudicial or stereotypical. Teachers above all need to model behaviors that encourage harmony and understanding and peace among students. ■

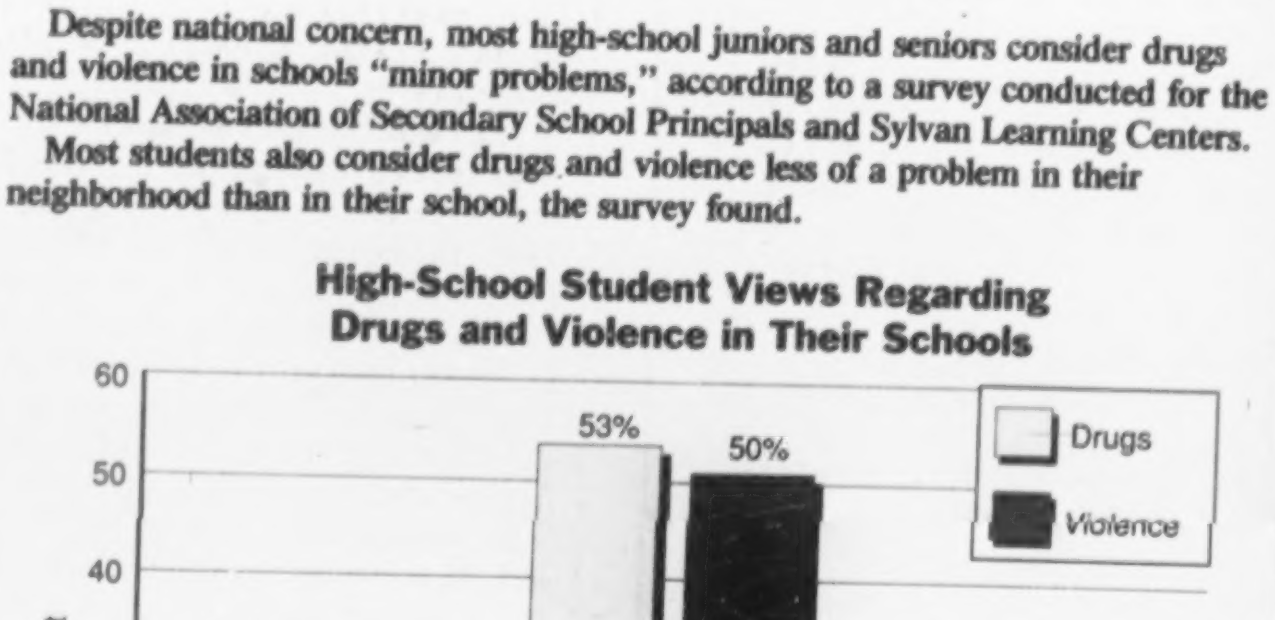
DIMENSIONS

Drugs and Violence

Despite national concern, most high-school juniors and seniors consider drugs and violence in schools "minor problems," according to a survey conducted for the National Association of Secondary School Principals and Sylvan Learning Centers.

Most students also consider drugs and violence less of a problem in their neighborhood than in their school, the survey found.

High-School Student Views Regarding Drugs and Violence in Their Schools



SOURCE: Sylvan Learning Centers/National Association of Secondary School Principals

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 35 · May 20, 1992

© 1992 Editorial Projects in Education / $3.00

School Panelists Found Liable in Chicago Bias Suit

Some Fear Impact On Local Councils

By Ann Bradley

A decision by a federal-court jury to hold four black members of a Chicago school council personally liable for dismissing a white principal has raised concern that the verdict will put a damper on Chicagoans' willingness to serve on the councils, observers said last week.

The jury on May 4 ordered the council members to pay punitive damages ranging from $1,000 to $3,000 each after finding that they had discriminated against Walter Pilditch, the former principal of Morgan Park High School, on account of his race.

Mr. Pilditch, who lost his job in 1990, filed suit under Title VII of the Civil Rights Act of 1964 and is the first Chicago principal to win such a "reverse discrimination" lawsuit.

He was awarded $62,085 in compensatory damages for lost wages and the "pain and suffering" caused by the council's decision.

At least half a dozen other principals have filed complaints with the federal Equal Employment Opportunity Commission alleging that they were discriminated against by their school councils because of

Continued on Page 18

Vt. Forced To Delay Goal of Expanding Assessment System

By Robert Rothman

Vermont's pioneering assessment program, the first large-scale attempt to evaluate student performance on the basis of portfolios, has fallen short of its goal of expanding statewide this year.

The program started on a pilot basis in 144 schools in the 1990-91 school year, and state officials had planned to evaluate portfolios from every school in the state this spring.

Particularly in the case of the mathematics assessment, however, the proposed expansion has proved too ambitious for many schools. Teachers were saddled with too many other responsibilities to take time to score the portfolios, officials said.

Moreover, in several places the reforms in curriculum and instruction needed to implement the new form of assessment have not yet taken hold.

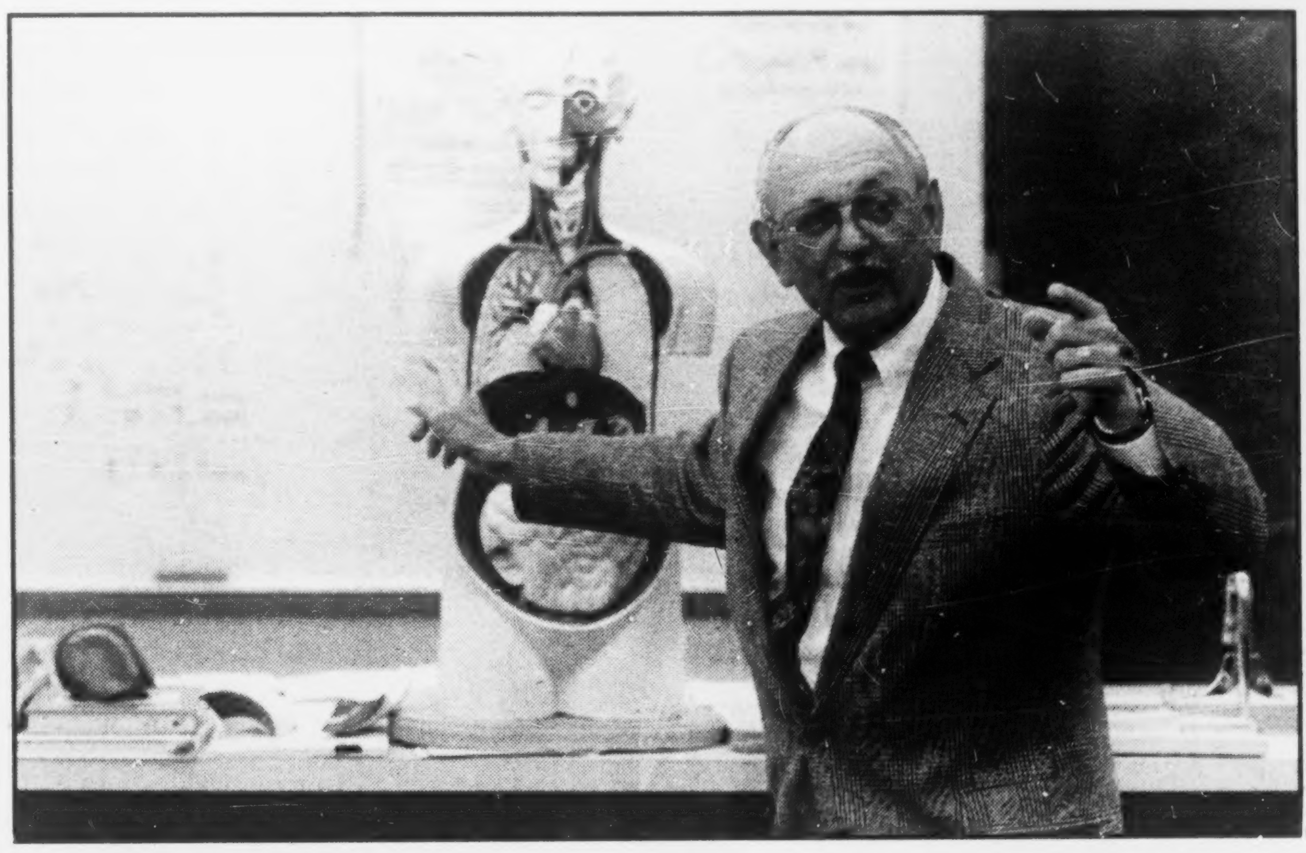
As a result, when teachers gathered in Barre, Castleton, and St. Johnsbury early this month for a three-day scoring session, only half of the 300 teachers needed to score the math portfolios took part in the process.

And several districts—including Burl-

Continued on Page 21

'You're in the Classroom Now'

Military Retirees Are Joining the Teaching Force


Bruce Michael Lipsky

"I couldn't have picked a better second career," says Jerome Rudolph.

By Daniel Gursky

After serving 30 years in the U.S. Navy, Jerome Rudolph probably could have found a civilian job almost anywhere he wanted.

His distinguished military career included stints as a back-up dentist for the White House, the head of operations for the Navy's worldwide dental corps, and an aide to the U.S. Surgeon General in Washington.

To the bewilderment of some of his friends—and to the delight of the Jacksonville, Fla., public schools—Mr. Rudolph decided to put his vast experience, including two advanced degrees and postgraduate studies in microbiology, to use as a high-school mathematics and science teacher.

"It's been a tremendous challenge, but I just love it," said Mr. Rudolph, who, at age 59, is nearing the end of his first year at Matthew W. Gilbert Middle School. "I couldn't have picked a better second career."

Mr. Rudolph is far from alone. Al-

Continued on Page 16

Cincinnati Cuts More Than Half Of Central Office

'Bombshell' Plan Frees $16 Million for Schools

By Daniel Gursky

Cincinnati's schools superintendent last week unveiled a drastic reorganization of the district's bureaucracy that slashes the number of central-office administrators by more than half and transfers control of day-to-day business operations to a business-trained "vice president."

The organizational structure presented by Superintendent J. Michael Brandt for the 50,000-student district reduces the number of central-office administrators from 127 to 62. In addition, 27 non-administrative support-staff positions have been eliminated, as have 50 clerical jobs.

In all, the streamlining will save the Cincinnati schools approximately $16 million over the next two years. Mr. Brandt has pledged to put those savings directly into schools.

"This is a statement to this community that we want to improve direct services to children," said Mr. Brandt, who has introduced an array of reforms since assuming the district's top post last August.

Tom Mooney, the president of the Cincinnati Federation of Teachers, called the announcement "the big bombshell everybody has been waiting for" since last fall's

Continued on Page 13

Once Forgotten, Geography Maps Out Place in Schools

By Debra Viadero

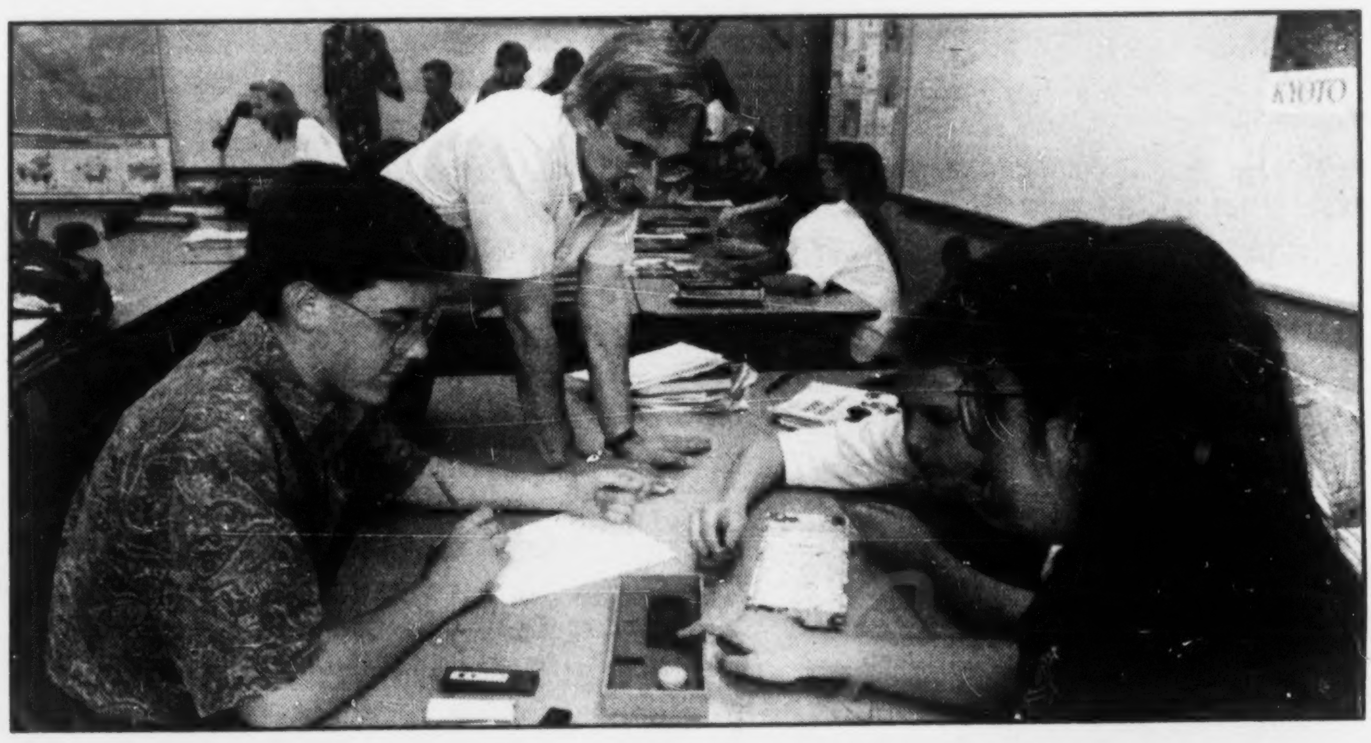
At the University of Tennessee this spring, geography professors had to turn students away from their classes.

At New Trier High School in Winnetka, Ill., more than 500 students are taking elective classes in geography.

And high-school educators in Frederick County, Md., last year began teaching a separate geography course for the first time in two decades.

To many proponents of geography education, these are signs that their discipline, having once nearly disappeared from the school curriculum, is making a comeback. Geography is one of only a handful of subjects mentioned in the national education goals fashioned in 1989 by the President and the na-

Continued on Page 14



Margie Garrison

Michael Roessler uses items from Japan to teach about the country. He recalls that it was once "difficult to find good teaching materials" in the subject.

Also in the news

5 **Mulling Math Standards**
The National Assessment Governing Board is weighing new standards for student math performance.

10 **More Bucks for Big Bird?**
Critics are questioning the use of federal funds for public-broadcasting groups that profit from merchandising.

23 **Common Ground**
A liberal and a conservative House member join to push an overhaul of the child-support payment system.

IN SUMMARY

Comfort in Crisis
Educators who have faced such crises as the hostage-taking and killings in a rural California high school this month have learned to reach out to others through informal networks, experts say. **Page 4.**

Immunity for School Districts
A ruling by a federal appeals court in California may provide a growing number of school districts with a shield against certain types of lawsuits brought against them in federal courts. **Page 5.**

Iowa Inks NCATE Pact
With Iowa's largest universities withdrawn from the National Council for Accreditation of Teacher Education, the state and NCATE agree to joint reviews of teacher-training programs. **Page 8.**

Aggies Accredited
Texas A&M University is the first public teacher-training school in that state to win national accreditation since the legislature restricted the number of teacher-preparation courses in state schools. **Page 8.**

Changing Elementary Schools
California's elementary-school curriculum should be made more challenging and geared toward character development, a state task force urged last week. **Page 19.**

Indian 'Fiscal Crisis'
Native American educators are charging that the Bureau of Indian Affairs so severely underfunds its schools that many have cut programs and laid off staff this year. **Page 22.**

'Offensive' Ban Overturned
A federal district judge in New York City has struck down federal regulations prohibiting the use of federal funds for AIDS-prevention materials that could be considered "offensive." **Page 22.**

Capital Update	**25**
Colleges	**8**
Commentary	**26 and 36**
Deadlines	**30**
Events	**28**
Federal File	**22**
Focus On: Administrators	**6**
Health	**11**
Letters	**27**
Marketplace	**31**
Private Schools	**12**
State Journal	**19**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 35. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Survey Finds Small Businesses Lament Lack of Basic Skills

More than half of small businesses have problems finding applicants for entry-level positions who possess the basic skills needed for the jobs, according to a survey by the National Alliance of Business.

The survey of 233 companies with 500 or fewer employees found that 70 percent reported difficulty finding applicants with sufficient writing skills to handle an entry-level job.

About 62 percent of those responding had trouble finding applicants with the necessary math skills, and 59 percent reported problems finding potential employees with sufficient reading skills.

The survey asked small-business leaders about the importance of the five foundation skills and seven competencies identified by the U.S. Labor Secretary's Commission on Achieving Necessary Skills, or SCANS.

More than 98 percent of those responding said good listening skills for receiving instructions in the workplace are fairly important to very important for entry-level jobs. Sixty-four percent of the respondents said they had difficulty finding applicants who could adequately receive and act on oral instructions from supervisors.

■ **The overwhelming majority of American students believe that the four white Los Angeles police officers virtually acquitted of beating Rodney King do not believe they were innocent,** according to a new national poll.

The survey, conducted by Chilton Research Services for Scholastic Inc., also found that many students fear the verdict will worsen race relations in their communities.

The survey showed that only 7 percent of the students polled believed that the main reason the officers were exonerated by the Simi Valley jury was their innocence. Some 24 percent believed it was because of their race, and 19 percent because they are police officers.

Black and Hispanic students were more likely than whites to see racial motivations behind the verdict.

The students also expressed a lack of confidence in the integrity of the U.S. judicial system following the verdict. Sixty-eight percent of those polled said the system does not treat all people fairly. The percentage was even higher among high-school students (74 percent).

Over all, 43 percent of students polled said the verdict would affect race relations in their own communities; black students (56 percent) were especially concerned about future race relations.

The firm polled a random sample of 2,951 students in grades 3 through 12 on May 6 and 7. ■

STATES

Minn. Panel Balks at Ordering End to Use of Indian Mascots

A committee of the Minnesota Board of Education voted 5 to 3 last week to reject a proposed September 1993 deadline for a mandatory ban on all Native American mascots, logos, and nicknames in the state's public schools.

The committee also asked for an opinion from the Minnesota attorney general on whether the board has statutory authority to order an end to the Indian-related names.

The vote was the latest move in a debate that first gained attention in the state three years ago, when a group of Native Americans asked the board to remove what they described as racist symbols from public schools. Since then, the board has raised the issue with all 50 districts in which the mascots were found, almost half of which have relinquished the contested nicknames.

The board's current policy supports self-determination in the matter, but urges districts to consider the potential damage of the imagery.

Al Zdon, the board committee's chairman, said that Native Americans in the state do not have a uniform reaction to the issue. His committee had responded to initial complaints by interviewing various groups of Native Americans, including tribal councils on reservations and representatives of urban populations. Urban Indians tend to object to the mascots, he said, while rural populations seem to find them either a source of pride or an insignificant issue.

Mr. Zdon, who voted to abolish the symbols, sees a trend toward prohibition of Indian nicknames in school athletics.

"It is a real tough issue within the Indian community. At what point do you stop doing it voluntarily and see the damage being done to children?" Mr. Zdon said. ■

A 'Heavenly' Science Center

Oregon educators appear to have found a heavenly site in the state's mountainous interior to build a science center that would offer children unparalleled access to natural resources.

The only problem is that the property was once a "heaven on earth" home for a commune of religious followers of the Indian guru Bhagwan Shree Rajneesh.

The Bhagwan has long since fled the country to avoid arrest on various charges, and later died in India, leaving a trail of unhappy and wary former neighbors in his wake.

Members of the commune, which dispersed following its leader's departure, were viewed as a nuisance by local residents, who charged, among other things, that they tried to rig local elections.

Nevertheless, officials of the state education department, the Oregon Museum of Science, and the Confederation of Oregon School Administrators met with Wasco County officials this month to discuss plans to rezone the 25-acre tract to accommodate the project.

The owner of the land, Dennis Washington, a Montana industrialist, is spending millions of dollars to renovate the Big Muddy Ranch—also officially known as "Rancho Rajneesh"—and has offered to lease it to the state for $1 a year for the next 25 years.

Norma S. Paulus, the state superintendent of public instruction, said last week that the science center would be privately funded by foundations and other independent backers. The museum would then manage the facility, which would serve public-school students.

While they hope to conclude negotiations soon and to hold some classes on the property next month, state officials noted that they will have to overcome a great deal of caution in the surrounding communities that stems from unsavory publicity generated by the Bhagwan's adherents.

A spokesman noted, for example, that baseless rumors already are circulating that participants in the negotiations are affiliated with the religious sect. —P.W.

DISTRICTS

California Judge Rules Scouts Violated Twins' Civil Rights

In what is apparently the first ruling against the Boy Scouts of America in a religious-discrimination case, a California judge has found that the youth group violated the civil rights of twin Cub Scouts by refusing to advance them in rank because they would not "swear a duty to God."

Orange County Superior Court Judge Richard O. Frazee made the "tentative decision" earlier this month, saying that he intends to order a permanent injunction against the Orange County Council of the Boy Scouts to prevent it from penalizing the 10-year-old brothers, Michael and William Randall, because of their religious beliefs.

Judge Frazee found that the Boy Scouts qualified as a "business establishment" under state civil-rights law and, therefore, could not discriminate against its patrons. The judge also rejected the Scouts' claim to the constitutionally guaranteed rights of free association.

At a January 1991 den meeting, the boys said they did "not know what God was" and would not pledge a duty to God in order to earn a badge and advance in their Cub Scout group.

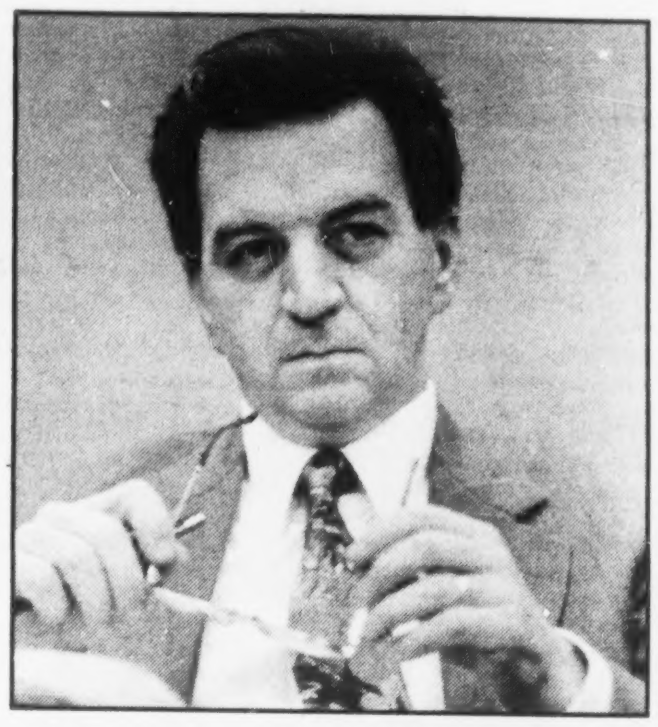
"I'm pleased by [the decision]," said James G. Randall, the boys' father, a lawyer who represented them in the case. "It's a vindication for us."

The Boy Scouts intend to appeal, a lawyer for the group, George A. Davidson, said.

■ **A federal judge has rejected an Oregon student's challenge to his school's mandatory drug-testing policy for athletes.**

James Acton, a student at the Washington Grade School in Vernonia, refused to participate in the district's drug-testing program, required for all student athletes. The 12-year-old's parents charged that the policy violates their son's state and federal constitutional right not to undergo unlawful search.

The district's three-year-old policy is unique in the state and one of a handful nationwide. It requires an annual urinalysis of all athletes in grades 7 through 12, followed by random weekly tests throughout the year. Students with positive results are permitted to continue playing sports if they



Rhett Wieland

The system's regional coordinators met recently using interactive video, left. "The quality of the system varies markedly from one region to the next," says Nelson Walls, above.

ment," says Mr. Megna, the Winthrop superintendent.

"When your decisions are subject to the scrutiny of a monitor or another person," he adds, "they tend to be a little different than when they're made in the lateness of the night looking through the catalogue to see what's available on Tuesdays because Tuesday is the only good day to take the class. This process requires you to be more reflective."

Brenda Chaisson, the principal of Chelsea Elementary School, says she had never consciously thought about a lot of the issues she now keeps track of in her portfolio. "You were doing the job on a day-to-day basis," she notes. "This really makes you stop and evaluate what it is you're doing on the job."

Breaking Down Isolation

In addition to helping the administrators chart their professional-development course, the system of mentors and support teams also helps break down the isolation many educators feel in their jobs, administrators here say. The system gives them the opportunity to meet their colleagues and hear what people are doing in other schools and districts.

As part of that effort, the regional consortia have undertaken an array of professional-development activities related to the reform law's 13 knowledge areas. The Kennebec consortium, for example, which includes Augusta, has sponsored a series of workshops, led by administrators with expertise in such areas as technology, school law, cooperative learning, and equity.

"At each one I've attended," Ms. Chaisson says, "I've been able to bring something back and use it. They have been on-target, focused, and practical."

Furthermore, she says, the workshop leaders live and work in the area, so there is more opportunity for meaningful follow-up.

The Maine Leadership Consortium, a coalition that includes all of the state's largest education organizations, has coordinated the work of the regional groups and has offered its own training activities, including well-attended leadership forums and a summer leadership academy.

In a state like Maine, with its many remote towns far from the capital, coordinating the activities of a diverse assembly of regional support systems has proved challenging.

A recent meeting of the regional coordinators was conducted using interactive television, with seven people sitting around a conference table at the University of Maine at Augusta and four others participating from different sites via video.

Nelson Walls, the Maine Leadership Consortium's executive director, acknowledges that the video set-up is far from perfect and tends to make for a rather stilted meeting. But it is the best available option for linking the distant locations.

The regional system, while bringing administrators together, has another, more significant, drawback.

"The quality of the system varies markedly from one region to the next," Mr. Walls says. "This is a professional-development-driven system, and if the folks involved in the system are not naturally inclined to understand the relationship between the nature of their work and the need to continually learn, then the system isn't as strong."

The regions where the system is working well, he adds, tend to be those where one or two people are providing strong leadership.

A related concern involves administrators who move from one region to another in the middle of their recertification process. So far, however, the regional coordinators say that has not posed significant problems. Mr. Clockedile, the superintendent of district 3, says he had to change some elements of his action plan to better fit his new work situation when he changed jobs and regions, but he found similar expectations for recertification in the two regions.

The Threat of Budget Cuts

Aside from such relatively minor logistical issues as transfers between regions, Mr. Walls sees a bigger threat to the recertification reforms from Maine's continuing fiscal problems. The amount of state money going to the system has been reduced, and cuts in funds for items such as travel and workshops have had indirect effects on administrators' opportunities for professional development.

Groups such as the Maine Leadership Consortium have stepped up their activities, and their spending, to try to make up for state budget cuts, but Mr. Walls does not see that as a long-term solution.

"For all the good that this system brings," he says, "the state can't be complacent about it and fail to give it the financial support down the road it's going to require."

After her early doubts, Dorothy D'Alessandro, the Waterville special-education director, wants the new system to survive. And she provides an example of its benefits.

Through her knowledge-area assessment, Ms. D'Alessandro realized she needed to work on her staff-development skills.

"I was not comfortable with getting up in front of a group of people and organizing an in-service," she says. "So I was forced to come to grips with that in the process."

By making staff development a focus of her action plan, Ms. D'Alessandro says, her skills in that area improved to the point where she now gets requests to present workshops in other districts.

"In the traditional method [of recertification], the benefits were just for me," she says. "In this process, there were benefits that went beyond me and into my district." ■

And the role of the teachers in participating in leadership at the building level has changed dramatically over the decade.

There's also been a big change in the role of administrators. We have very strongly advocated the role of the principal as that of an educational or instructional leader. We've spent a substantial amount of time and money training the principals to function in that role.

Q. Do you see some lessons for other superintendents from your experience in Pittsburgh?

A. I'm convinced that a lot of what was done here could be done in other places. I think that having a very strong data orientation, setting priorities based on data, engaging in long-range planning, [and] engaging in a lot of staff-development work to improve the performance of teachers and administrators [are things] that can be done and should be done in any community.

Given that approach, we can increase the longevity of superintendents in a given community.

Q. After you retire, you're going to the University of Pittsburgh to join the faculty of a superintendent-preparation program. How does the approach there differ from the preparation that most superintendents now receive?

A. The program has four domains to it. The first is called vision because we believe a person cannot lead unless he has a vision of what education ought to be. The second domain is called data orientation, which reflects some of the things I've talked about. The third domain reflects the need for organizational and professional development, which essentially deals with the continuing professional development of teachers and administrators, and also the development of schools as effective problem-solving institutions. And then the fourth domain is management.

It's hoped that the people coming out of the program . . . will be well-prepared to lead school districts effectively.

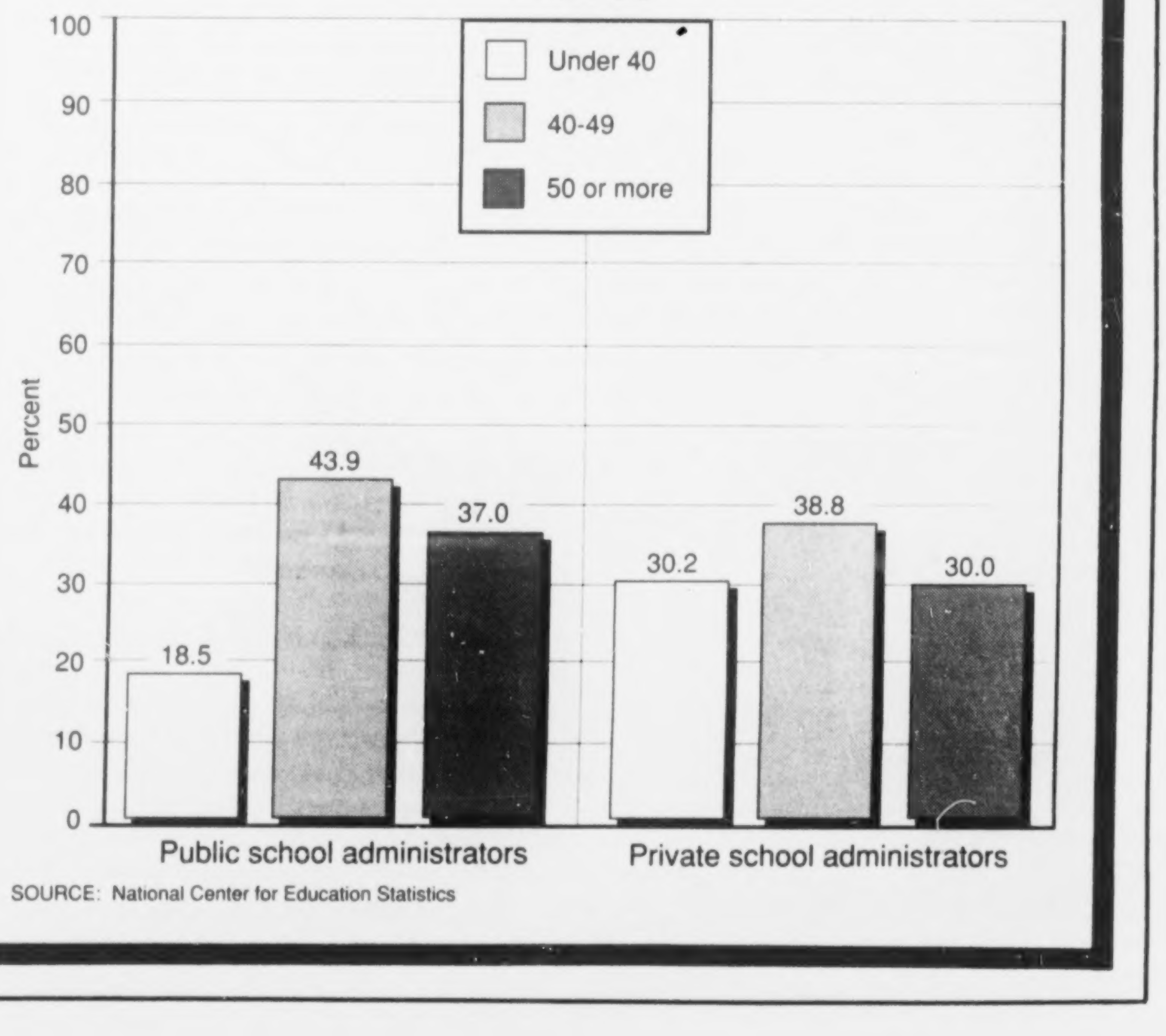
Q. Some people have lately proposed getting rid of the position of urban superintendent and transferring a lot of that person's duties to schools. What do you think of that idea?

A. I think that's very unwise. The problems in most urban districts across the nation are not with the superintendents; they're with [school] boards. I think there are ways to improve the quality of educational leadership on the part of superintendents and ways to improve the quality of boards. ■

DIMENSIONS

Age Of School Administrators

1987-88



SOURCE: National Center for Education Statistics

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 36 · May 27, 1992

© 1992 Editorial Projects in Education / $3.00

Lawrenceville Set To Launch Drive For $125 Million

Increasing Salaries Is Key Goal of Campaign

By Millicent Lawton

The Lawrenceville School in New Jersey was scheduled this week to announce a five-year, $125-million capital campaign that officials believe would be the largest fund-raising drive conducted to date by an independent school.

The school, a nationally prominent coeducational boarding and day institution for grades 8 through 12 near Princeton and Trenton, plans to use more than 40 percent of the proceeds from the drive, or $51.3 million, to "increase sharply" faculty salaries and benefits, school officials said.

Administrators said their goal is to have the best-paid teachers of any independent school in the United States.

The decision to focus fund-raising on boosting teacher pay was in part market-driven and in part "moral," Josiah Bunting 3rd, Lawrenceville's head master, said last week.

In recent years public-school districts around Lawrenceville and elsewhere in New Jersey have raised salaries sharply, he said, noting that this fall a beginning teacher will make more than $29,000 in Lawrence Township.

Until the increased scrutiny nationwide on teacher pay, Mr. Bunting said, Lawrenceville and similar college-preparatory schools have for years "been able to balance their budgets and deliver a wonderful kind of education because of the good will and selflessness" of their teachers.

But now, he said, "there was a very clear sense that the people that we employ deserve much better of us than we had been able to give them."

"It's just not right," Mr. Bunting added, "to balance a budget on the backs of people that work as hard as these people do"—by, for example, teaching three or four courses,

Continued on Page 11

Karen Diegmueller

Gov. Lawton Chiles is staking much of the political prestige he has built up over two decades on the campaign for a tax increase.

Fla. Officials Are Barnstorming State To Whip Up Support for Tax Increase

By Karen Diegmueller

TALLAHASSEE, FLA.—For the kickoff rally for an unprecedented state campaign, the symbol that confronts the audience here seems somewhat ominous—a "doomsday" clock, its hands bent, its numbers askew.

Also behind the podium at the Civic Center meeting this month is a green and white banner demanding, "Everyone Should Pay A Fair Share for Florida's Future."

The first to speak is Lieut. Gov. Buddy MacKay, who warns the crowd that time is running out and that the state cannot wait any longer for the legislature to act of its own volition. Instead, he says, the assembled educators, government officials, and activists will have to go straight to the people with their message that taxes must be raised to pay for adequate state services.

A parade of state cabinet members, including the commissioner of education, the secretary of state, and the attorney general, follows with similar exhortations.

When the lieutenant governor returns to the microphone, he tells the audience about his teenage son, who, Mr. MacKay says, is bright but does not yet know who he is or what he wants to be.

"The issue facing Florida today is the same issue facing my 16-year-old son," says Mr. MacKay. "That is maturity."

Indeed, Mr. MacKay and other members of the administration of Gov. Lawton Chiles see their proposal for a $1.35-billion first-year tax increase, $600 million of which would go to education, as a turning point in the history of the Sunshine State. Given the expected resistance in the legislature, which begins a special session on the issue next week, Governor Chiles and his allies see their only hope in an intensive campaign to mobilize voter support.

With the backing of education, health-care, environmental, corrections, and so-

Continued on Page 14

Fueled by Sense of Crisis, Coalition Forges Plan To Rebuild L.A. Schools

By Ann Bradley

Members of a broad-based coalition of business, labor, school-district, civic, and community leaders are hashing out a plan to restructure the deeply troubled Los Angeles Unified School District.

The effort by the Los Angeles Educational Alliance for Restructuring Now, known as LEARN, is no less ambitious than the 1988 legislation in Illinois that overhauled the governance of the Chicago public schools, its proponents say.

The initiative is fueled by a sense of crisis stemming from a number of factors, chief among them the school district's continuing financial shortfalls. In the past three years, it has been forced to cut a total of more than $800 million from its budget, and it is facing a deficit of $600 million for next year.

Potentially complicating these budget problems is a proposed state ballot initiative to establish a system of state-financed vouchers that could be used at any public or private school. If the proposal qualifies for the ballot and is approved by voters in November, it would harm the the public schools by siphoning off additional money, critics of the measure say. *(See Education Week, May 6, 1992.)*

The recent Los Angeles riots, meanwhile, have underscored the city's social ills and the need to revitalize the public schools, according to Mike Roos, the president and chief executive officer of LEARN.

When LEARN was organized last year, Mr. Roos said, members realized that the city

Continued on Page 9

House's Bill Would Authorize Standards, But Not Assessment

By Julie A. Miller

WASHINGTON—Provoking a veto threat from Secretary of Education Lamar Alexander, the House Education and Labor Committee last week approved legislation to authorize the development of national subject-matter standards, but not the creation of a national testing system.

The measure would also permit only research on assessments and mandate the development of "school-delivery standards" that would measure school resources and performance.

With its vote, the panel rejected the Bush Administration's America 2000 education strategy, which maintains only a faint presence in the legislation.

The bulk of HR 4323, the "neighborhood schools improvement act," would authorize $700 million in grants to states and school districts to develop and implement reform plans. The plans, to be drafted by committees representing a broad range of "stakeholders," could include a wide variety of education initiatives.

The bill would also reconfigure the National Education Goals Panel and authorize

Continued on Page 19

Community Fights To Save Denver School That 'Redirects' Dropouts

By Robert Rothman

DENVER—As an over-age junior-high-school student slated to attend North High School here, Sergio Rubio was, he recalled last week, "in the process of dropping out."

Now, four years later, Mr. Rubio is about to receive a high-school diploma. He is one of 68 students scheduled next month to be the first class to graduate from High School Redirection, an alternative school here aimed at those at risk of dropping out. He would like to return to the school as a teacher some day.

To achieve that desire, though, Mr. Rubio will first have to do battle with the Denver school board. Charging that the four-year-old program has failed to provide evidence that its students are meeting the district's curricular goals, the board has voted to close it next month.

The success of Mr. Rubio and others like him, however, has emboldened the school's staff and community to fight to save High School Redirection. They vow to explore every option—including,

Continued on Page 10

Michael Lewis

Amie MacKenzie, right, a teacher at High School Redirection, helps a student, Lakenya Boyd, with her graduation project.

Also in the news

5 **Big Apple Windfall?** New York City's Mayor and school officials are at odds over how to spend a $200-million state-agency surplus.

IN SUMMARY

Seattle To End Busing
The Seattle school board voted this month to begin phasing out the district's mandatory busing program in favor of magnet schools and more choice.
Page 4.

NASBE Networking
The National Association of State Boards of Education has begun a network to help states launch early-childhood-education initiatives and improve their current efforts.
Page 5.

Something Old, Something New
A small, affluent Connecticut district is inviting senior citizens into its classrooms to help bridge the gap between young and old and to build support for the schools.
Page 6.

Mainstreaming and Success
A new study suggests that severely disabled students' degree of success in school may be directly correlated with the amount of time they spend in regular classrooms. **Page 8.**

Stemming Substance Abuse
A new subtance-abuse research center at Columbia University plans efforts to stem drug abuse among at-risk adolescents and to train teachers to identify signs of substance abuse. **Page 8.**

Arizona Impasse
A package of measures designed to revamp the Arizona public-school system appears to be headed for oblivion as a divided legislature bickers over how to resolve a state budget crisis. **Page 12.**

Targeting Gangs
A House committee has approved legislation reauthorizing the Juvenile Justice and Delinquency Prevention Act, including new funds to fight gang activity.
Page 16.

Books **21**
Capital Update **19**
Commentary **20 and 28**
Events **22**
Federal File **16**
Focus On: Curriculum **6**
Legislative Update **13**
Marketplace **23**
State Journal **12**
Technology **8**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 36. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

School Construction Continues To Boom, Annual Survey Finds

The school-construction industry continued to boom in 1991, with educational institutions spending a record $17 billion on construction, according to an annual survey conducted by *American School & University* magazine.

Over all, spending on education construction in 1991 was up 13.7 percent over the year before, the survey found.

School districts spent $10.7 billion, a 10.7 percent increase over the previous year; $4.2 billion went for new schools, $3.6 billion for additions to existing structures, and $2.9 billion for renovations.

Two-year colleges spent $1.37 billion, an 18 percent increase over 1990 levels, and four-year colleges spent $4.9 billion, an increase of nearly 20 percent over 1990.

The magazine noted that 1990 had been considered something of an off year for school construction, with a modest 6 percent increase in spending over 1989. The latest increases in spending appeared to alleviate fears that the industry was slowing down after seven years of generally rapid growth.

The magazine said school-construction spending levels appeared last year to withstand recessionary pressures because many of last year's projects had been planned and financed during the stronger economy of the 1980's, and because many schools had to be built, regardless of the costs, to accommodate growing enrollments.

The Southeast continued to account for the largest share of education construction, with almost a quarter of the nation's education-construction dollar being spent there.

■ **The constitutional-liberties group People for the American Way and Time-Warner Inc. have joined forces to launch a new mentoring program to promote racial tolerance among youths in the Los Angeles area** in the wake of this month's civil unrest following the verdict in the Rodney King case.

"We need to act now to address the racial tensions resulting from the Los Angeles violence and rebuild the spirit of community," said Arthur J. Kropp, the president of People for the American Way.

Under a $100,000 grant from the media giant, the program will use students from a number of colleges and universities, including Claremont College, the University of California at Los Angeles, and the University of Southern California, to lead discussions about racial tolerance in high-school classrooms.

Individual schools in the district have not yet been chosen for the program, a spokesman for the organization said.

The Racial Tolerance Mentoring Project is an expansion of a pilot program used in North Carolina for the past two years. ■

STATES

Missing Vermont Funds Caused By Mismanagement, Audit Finds

A shortfall of nearly half a million dollars in the Vermont Department of Education's budget stemmed from mismanagement of funds over the past four fiscal years, not illegal activity, an independent audit has concluded.

The report, ordered by the state finance commissioner in March, revealed $476,511 in unaccounted-for funds. For example, the audit found that the department overspent by $235,000 the amount granted by the federal goverment. The department also underrequested reimbursement under the federal Job Training Partnership Act program by $190,000.

Finance Commissioner Douglas Wacek blamed the losses on poor accounting, including inadequate recordkeeping and double-charging different programs for the same administrative costs. He also noted a breakdown in communication between the accounting department and the jobs-program managers as a factor in the losses.

Among the recommendations of the audit were stronger budgetary controls to avoid overspending, formalization of grant processing, improved staff training and supervision, and maintenance of better records.

In a statement released this month, Commissioner of Education Richard P. Mills noted that an internal personnel investigation linked to the missing funds, which was halted during the audit, would be completed early next month.

■ **The Georgia Board of Education has endorsed a major revamping of its "no pass, no play" rule to allow students with poor grades to participate in after-school activities other than competitive ones.**

Under the new rule, students in grades 6 to 12 who do not pass five courses in the most recent grading period can belong to school clubs and other activities that do not include interschool competition.

Students who fail to meet the standard will still be barred from interscholastic athletics.

Critics of the old policy said it was punitive, and state legislators responded this year with a bill that would have repealed the policy except for competitive events. Gov. Zell Miller vetoed that bill, saying the matter should be decided by the state board.

It is unclear where debate-club meets and school-band competitions fall under the policy.

■ **A New York State parent has won a victory in a federal lawsuit filed to challenge state rules governing the selection of hearing officers to settle special-education disputes between school districts and parents.**

In his lawsuit against the state education department, Edward Heldman, whose son is disabled, contends that the state's system is illegal because it allows local school boards to choose the officers. He said the officers, who usually are lawyers, may be biased in their deliberations because they may have a financial interest in doing business with the school district.

Mr. Heldman's lawsuit had been thrown out by a federal district judge earlier this year, in part because the judge said the boy's father had not first exhausted the state's administrative system for resolving special-education disputes.

But the U.S. Court of Appeals for the Second Circuit last month ruled that Mr. Heldman could bypass that system because it would be "futile" for him to continue. The court noted that the state's administrative-level hearing process was bound by the same rules Mr. Heldman was challenging.

The appeals court sent the case back to the district court for further consideration. ■

DISTRICTS

Hiring of Escaped Killer Prompts Stricter Background-Check Process

School officials in Fairfax County, Va., have changed their procedures for running criminal-record checks on substitute teachers after discovering that a convicted killer who had escaped from prison had been working in the school system for almost two months.

Agents of the Federal Bureau of Investigation arrested John Garris, who had been serving a 45-year sentence for murder and robbery in Baltimore when he escaped last June, in a county middle-school science class this month after a fingerprint check revealed his criminal history.

Mr. Garris had applied for the position under his real name and submitted a college transcript.

Until the incident involving Mr. Garris, qualified substitute teachers were allowed to teach while the Virginia State Police and the F.B.I. completed background checks, which could take as long as 10 weeks. Under the district's new procedures, no one will be allowed to teach until a background check is complete.

The Fairfax County schools employ about 500 substitutes a day.

A Presidential School

In Plains, Ga., the hometown of Jimmy Carter, officials are busy converting the former President's old school into the visitors' center of the Jimmy Carter National Historic Site.

Visitors to the center at the now-unused Plains School can view exhibits and films about Mr. Carter and the community he lives in. The center's purpose is not only to tell the story of Jimmy Carter, "but also to tell the story of Plains as a typical rural community," said Fred Boyles, the superintendent of the site.

The school was closed in 1979 during a consolidation of local school programs.

The center will also house an unusual education program. Though still in the early stages of development, officials plan on having a full-time teacher on site to provide classes for visiting school groups. The teacher will integrate the center's themes of science, agriculture, education, civil rights, government, history, and the electoral process into the regular Georgia curriculum, according to Mr. Boyles.

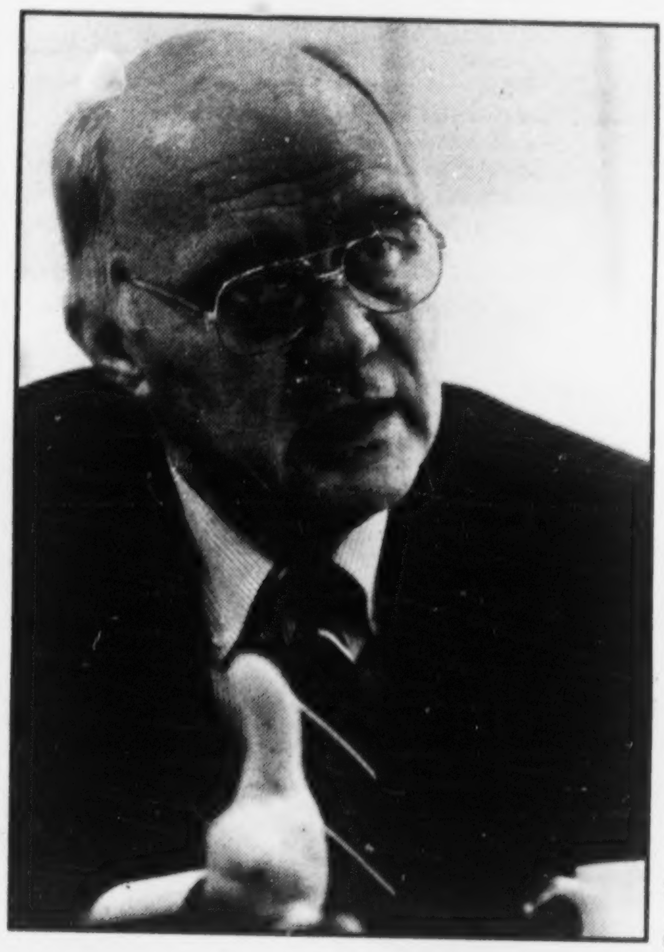
The $3-million site, operated by the National Park Service, will also include Mr. Carter's current and childhood homes and the train depot used as a stop in Mr. Carter's Presidential campaigns.

Mr. Boyles expects the site to once again attract the attention of tourists.

"In the summer of 1976, literally thousands were flocking to this tiny little town to see where he was coming from," said Mr. Boyles. —L.D.

David W. Harple

Left, "I'm enjoying it to the nth degree," says Sister M. Andrina Logan, right, of her return to the classroom at Wilton (Conn.) High School. Donald D. Holt, below, thinks the program has brought both the students and seniors the sense of an extended family.



Don Hamerman

to the senior citizens.

"I thought it was a great idea," says Betsy Green, a 12th grader in Sister Logan's class. "My grandmother was an English teacher, and I thought she would get a kick out of something like this."

Dispelling Stereotypes

Thus far, about 20 senior citizens have taken the school system up on its invitation. Some come as many as four days a week, negotiating the school's crowded parking lot and rotating class schedules to attend the 40-minute sessions. And, while some have dropped out of classes for health reasons or because the sessions took up too much time, others, such as Sister Logan, have taken classes every semester.

Teachers at the school say Sister Logan, a retired nun who taught in Catholic schools for 50 years, comes almost daily, showing up early for class and leaving her cane by the door.

"I wanted to keep my mind sharp, and I wanted the feeling of the classroom again," Sister Logan says. "I'm enjoying it to the nth degree."

Everyone involved in the program says the experience has helped to dispel stereotypes. Some students have told their teachers they were surprised to find that the seniors, whom they may have thought of only as cantankerous and out of step, know so much.

"A lot of these kids have grandparents who live far away or [whom] they rarely see," Ms. Rost says. "It's been a normalizing experience to see aging as a natural part of life."

And senior citizens come away impressed with the quality of the teaching in the schools, the amount of work the students are required to do, and the students' behavior. Even though some of the students dress in deliberately torn clothes, shave half their heads, and listen to loud music, the students appear to be responsible, the seniors have found.

"Without intruding on their lives, I felt quite warm about it," said Dr. John Pool, a retired cancer surgeon who took a drawing course at the high school.

Moreover, teachers and students say having the seniors in the class has enriched class discussions.

"Instead of two levels of experience in the class, there are three," Ms. Henry says. In a classroom discussion on Macbeth's precipitous nature, for example, Ms. Henry recalls, one of the seniors in the class noted that the life expectancy in Elizabethan times was much shorter.

"Maybe he was going for the gusto while he could," the older student remarked.

It was a perspective, Ms. Henry says, that she would not have otherwise encountered.

"It keeps you honest," Ms. Ecke says. "I find myself in talking about periods of American history, looking to her [Sister Logan] for confirmation."

The program has had little effect, however, on school-budget elections. This spring, the school system's $28-million budget was approved by one of the narrowest margins in recent memory.

"Eight people aren't going to turn an election," Mr. Holt says."You start out with one thing in mind and discover there are so many other good things that can happen." ■

Chile or Puerto Rico or Southeast Asia.

And so there are an awful lot of things that we need to understand, and there is not an awful lot of contemporary teaching material to deal with that stuff.

The teachers don't know it either. The teachers, I think, are also being let down by our educational system.

Q. In terms of not having the materials out there?

A. Exactly. The thing is, whatever happened to geography? There isn't any geography any more. It's all part of other cultures or social studies or some other kind of thing.

In order to try to make our education more efficient, we have streamlined it to the point where it just goes right through people and doesn't stick.

Q. What impact does this lack of understanding of global issues have outside of classrooms?

A. Well, I think, for instance, it makes a public that is much more easy to lead into war. My personal feeling is that I'm not sure if the Gulf war had to happen. I don't think peace was given a chance.

I think there is a situation where the more ignorant you are, the more you fear the foreigner. And the more you fear the foreigner, the more prepared you are to believe the worst of the foreigner, and the more willing you are to kill him.

It's a lot easier to kill a person you don't know than a person you do know.

Q. How do you think most students view the subjects of current events and geography?

A. You can lead a kid to current events, but you can't make him think. I think that most of them approach current events with the same groan that they approach algebra.

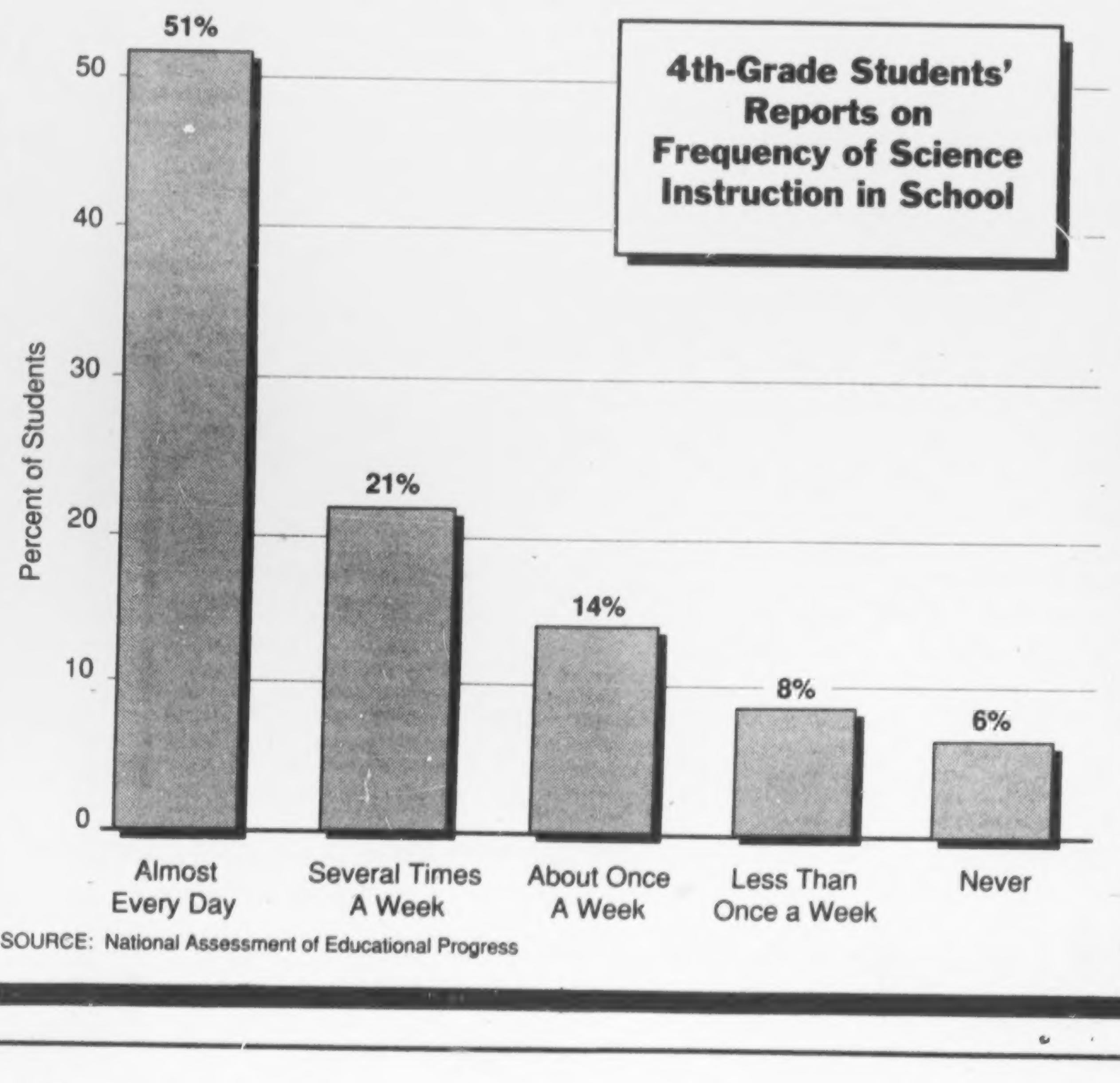
There you have the situation where the quality of the teacher comes in. A good teacher can make algebra fun. A good teacher can make current events really interesting.

I think a lot of social-studies teachers may be afraid of good current-events material because it may give the students questions to ask that they can't answer.

I'm sure there are a lot of teachers who are not quite sure they want to put this stuff in the hands of their students, because they're going to get asked questions about Muslim fundamentalism that they're not going to be able to answer. And I want to give the teachers the answers, as well as the students. ■

DIMENSIONS

Elementary Science Instruction



SOURCE: National Assessment of Educational Progress

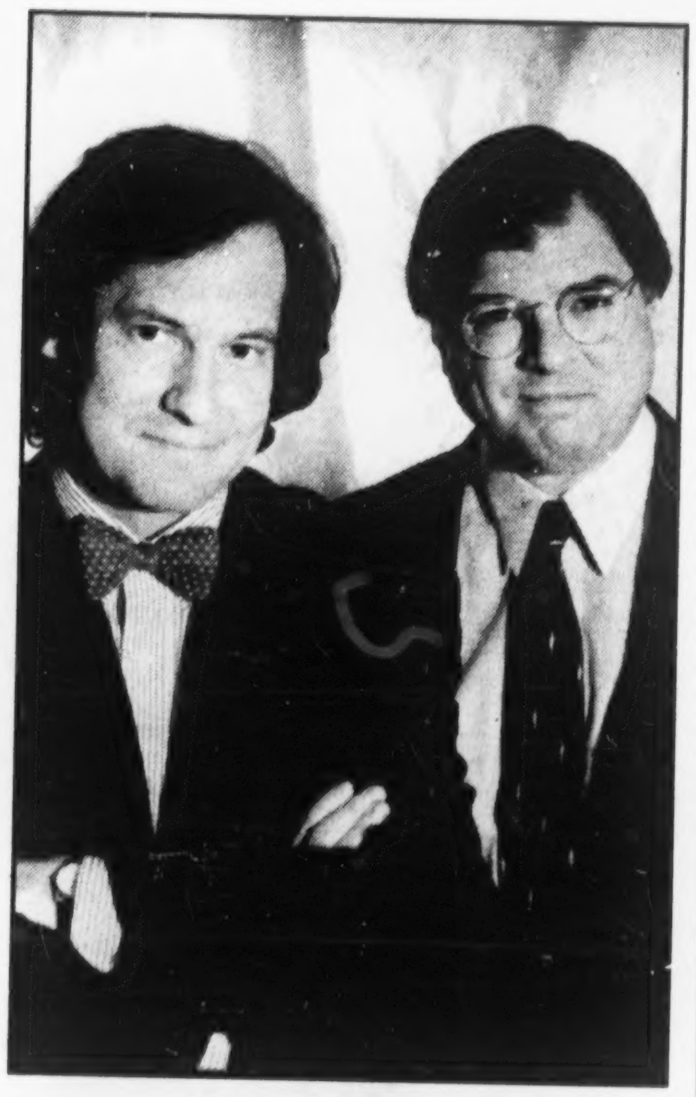
R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 37 · June 3, 1992

© 1992 Editorial Projects in Education / $3.00



Benno C. Schmidt Jr., right, is leaving Yale University to head the Edison Project, started by Chris Whittle, left, to develop a system of private schools.

Bus Safety at Issue for Preschoolers and Disabled

By Peter Schmidt

Worried that they are placing preschoolers and disabled students in danger by transporting them on buses without proper restraints, transportation and school officials are moving to develop safety guidelines.

The problem, school-bus manufacturers, transportation officials, and safety experts say, is that tens of thousands of preschool-aged youngsters and disabled students across the nation are being ferried on buses designed for older and nondisabled children.

In addition, they say, most regulations governing the use of school buses were not developed with preschoolers or disabled passengers in mind.

The problem is becoming increasingly evident, officials note, as growing numbers of infants, toddlers, and disabled children are being transported by school districts, Head Start programs, and other youth-serving agencies.

"Socially, we are ahead of where we are safety-wise," said Philip Bors, an injury-prevention specialist for the state of Florida who described his state as being "in limbo" as it seeks guidance on the transportation of preschoolers and special-needs students.

"Clearly, all of the research has been with regular kids sitting on a bench seat," said Cheryl A. Huff, the Florida Department of

Continued on Page 12

Mark Harrison

David Morgan, a bus driver for the Issaquah, Wash., schools, helps Tiffany Williams, a preschooler at Discovery Elementary School, out of a child-restraint seat.

Yale President's Move Is Touted as a 'Coup' For the Edison Project

By Mark Walsh

The Edison Project, Whittle Communications' plan to develop a nationwide for-profit system of innovative private schools, gained new impetus last week with the surprise announcement that Benno C. Schmidt Jr., the president of Yale University, would leave his post to lead the effort.

By hiring an educator who has been at the helm of one of the nation's pre-eminent universities for the past six years, Whittle has heightened the credibility and visibility of its fledgling project, observers said.

"People take things quite seriously when the president of Yale resigns to do something," said Theodore R. Sizer, a professor of education at Brown University and the head of the Coalition of Essential Schools. "That is quite a coup."

"Surely it is a plus for the project," said P. Michael Timpane, the president of Teachers College, Columbia University. "The appointment of the president of Yale University has to have that effect."

"But it brings questions with it as well," he added.

Some educators and business leaders have doubts about the economics of Whittle's plan.

Continued on Page 18

Also in the news

5 **A Price on Their Heads**
"Bounty hunters" and high-tech police work are the latest weapons in the war to catch illegally enrolled students.

Pioneering Board Faces Challenges In Setting Standards for Teachers

By Ann Bradley

The most ambitious national effort undertaken so far to raise the status and quality of the teaching force is struggling to surmount a number of difficulties that are complicating its work.

The National Board for Professional Teaching Standards is setting standards for excellence in teaching and plans to spend $50 million developing a voluntary national-certification system.

But some draft standards documents, board officials acknowledge, have fallen short of fulfilling the board's pledge to capture fully the complex nature of expert teaching.

Some of the standards committees also have taken longer than anticipated to issue their reports. The delays mean that the related teacher assessments are being created without a finished set of standards from which to draw.

At the same time, the national board is coming under pressure to open its standards-setting process more fully to teachers' professional organizations.

And questions over control of that process have cropped up between some of the teacher-majority standards committees and N.B.P.T.S. staff members.

Board officials say the problems are a natural outgrowth of the daunting task of creating the unprecedented certification process and will be resolved.

"This is complex," James A. Kelly, the president of the board, emphasized, "and not everything will work according to plan."

Continued on Page 14

Taxed to the Limit

School-Finance Complaints Spur Secession Drive

By Lonnie Harp

HUGOTON, KAN.—As Gladys Renfro points out highlights in the sprawling historical museum she manages here, it becomes obvious that the lore of this and other towns in southwestern Kansas is largely a tale of survival.

Even episodes like the contract killing of a rival town leader on the steps of a church—the retelling makes Ms. Renfro shudder—testify to the rugged local spirit.

Hugoton and its neighbors in this remote region of the Great Plains have been enveloped by dust storms, tested by floods, and pelted with meteorites. Yet it is only now that residents are confronting what they see as their greatest adversary: the state of Kansas.

Enraged by a school-finance-reform law passed by the legislature this spring, people here in Stevens County and eight other rural counties have launched a grassroots campaign to secede from Kansas to form their own state, or possibly even a new nation.

The finance law, passed in the expectation that the state courts would soon

Continued on Page 22

Students Read Little In or Out of School, NAEP Survey Finds

By Robert Rothman

WASHINGTON—In what President Bush called "troubling statistics," the National Assessment of Educational Progress last week reported that U.S. students do very little reading in or out of school.

In a report issued here, based on a 1990 survey of 25,000 students, NAEP found that 45 percent of 4th graders, 63 percent of 8th graders, and 59 percent of 12th graders read 10 pages or fewer per day for school. And, it found, the students reported less daily reading than students did in 1988.

Outside school, the study found, nearly a third of 8th and 12th graders said they never read for fun, and 22 percent of the high-school seniors said they do not have homework assigned or do not do it.

The NAEP study also showed that there is a wide gap between research findings on effective reading instruction and the practices of most classrooms.

Perhaps as a result, the study also showed that most students have difficulty going beyond a general understanding of a written passage to discuss and explain what they have read.

"We talk a big story about reform," said Alan E. Farstrup, the executive director of the International Reading Association. "But I am reminded of the Hans Christian Andersen story, 'The Emperor's New Clothes.' "

"We have all these test results, but we don't spend nearly enough on how to improve instruction," he said.

President Bush, speaking at the Mount Paran Christian School in Marietta, Ga., the day before the report was formally released, said its findings show that the nation has "a long way to go" to improve stu-

Continued on Page 17

IN SUMMARY

New Schools on Hold
The New American Schools Development Corporation has postponed selecting the winners of its design competition to reinvent American schools until July 7. **Page 5.**

Schools and Gangs in L.A.
Improving the public schools is "by far the most significant" long-term strategy Los Angeles County can employ to combat gang activity, a study by the county district attorney's office concludes. **Page 8.**

A Balancing Act
The Milwaukee school system would more evenly distribute its resources among schools, and less evenly distribute its black teachers, under a plan proposed by its superintendent. **Page 8.**

Disabled Sue Chicago
A federal class action charges that Chicago's public schools are unnecessarily and illegally segregating students with disabilities.
Page 8.

Naming Names
Several eminent scientists and education reformers are among those named to the panels that will develop national standards for K-12 science curriculum, teaching, and assessment. **Page 10.**

California Scheming
California educators are bracing for an intense fight as lawmakers turn their attention to the state's projected budget shortfall, which is thought to be more than $11 billion. **Page 19.**

Schoolwide Chapter 1
Some school districts coping with shrinking budgets may have to end schoolwide Chapter 1 projects because they cannot meet strict rules that funding for such schools be maintained year to year. **Page 23.**

Books	**28**
Commentary	**27 and 36**
Deadlines	**29**
Federal File	**23**
Focus On: Research	**6**
Health	**11**
Honors & Awards	**29**
Legislative Update	**21**
Marketplace	**31**
Philanthropy	**10**
State Journal	**19**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 37. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Survey Suggests Most U.S. Teens Find Violence, Weapons in Schools

More than three-quarters of American teenagers believe that threats of violence against students are a problem in their schools, according to a survey commissioned by Camp Fire Boys and Girls.

Of the 546 students nationally who responded to the written survey, released last month, 78 percent said threats of violence are a problem, and more than 53 percent believe their schools have problems with students carrying weapons.

Twenty percent of the 13- to-19-year-olds reported witnessing confrontations in school involving a knife; 7 percent said they had seen an encounter involving a gun.

Most teenagers—83 percent of those surveyed—said they had seen students engaged in fistfights in school, and 55 percent had seen students destroying school property.

Ninety percent of the respondents said drugs were the primary reason for teenage violence, followed by abuse by parents (83 percent) and gang involvement (80 percent.)

Nonwhite students (87 percent) and those who lived in large cities (85 percent) were more likely than whites (77 percent) and those living in communities of under 100,000 people (74 percent) to attribute violence to gang-related activity, the survey found.

Seven out of 10 teenagers surveyed said that their schools had a problem with students selling drugs. Nonwhite teenagers were twice as likely as white ones to say that drug sales by students were a major problem in their schools.

■ **Schools that are not part of the national asbestos class action and who have claims against the National Gypsum Company are required to file damage claims by July 1.**

A federal bankruptcy court in Dallas, which is overseeing the company's bankruptcy filing, recently ruled that school districts and any other entities that may have property-damage claims against National Gypsum must file a proof-of-claim form by this summer. Copies of the form are available by writing the company, 501 Cedar Springs Rd., Suite 700, Dallas, Tex., 75201-1433.

About 1,500 of the nation's 36,000 public and private schools have opted out of the national class action, which was filed in federal court in 1983 and has not yet gone to trial. ■

STATES

Ariz. Open Enrollment Continues To Grow, State Report Finds

Nearly 6 percent of Arizona's public-school students take advantage of locally adopted open-enrollment policies, with the majority choosing to attend schools within the same district, according to a recent survey.

The Arizona Department of Education's research office surveyed 169 districts statewide, representing 95 percent of the state's 683,648 K-12 students, to gauge the impact of local school-choice policies.

During the current school year, the survey showed, 10,115 students attend a school in a different district, slightly more than the 9,833 who were doing so in the most recent previous survey, conducted in 1989.

The new study also indicates that 29,971 students are enrolled in a school other than the one they normally would have attended within the same district.

The survey notes that four districts under desegregation orders or agreements account for 36 percent of the intradistrict transfers, while two counties account for 90 percent of the interdistrict transfers.

The state legislature currently is debating a statewide open-enrollment measure.

■ **The State of California could save $10 billion if it enacted a private-school voucher plan that gave students an education "credit card,"** according to a report by the Howard Jarvis Taxpayers Foundation.

The savings would result from closing unpopular public schools after giving students a credit that would pay up to $2,500 annually in private-school tuition based on financial need, the report says. Alvin Rabushka, a Hoover Institute economist who wrote the report, said such a move could cut personal income taxes in half.

Proponents of such a measure in the state are working to place an initiative on the November ballot.

The report, "Reversing California's Decline," also calls for dramatic changes in the tuition scale for the state's higher-education system, cuts in welfare benefits, and other measures aimed at slashing state spending. ■

DISTRICTS

Quincy, Mass., District Defies Court And Approves Graduation Prayers

The Quincy, Mass., school committee has voted to allow prayers at the graduation ceremonies this month of its two high schools, defying a ruling against such prayers by the federal appellate court whose jurisdiction includes Massachusetts.

The school committee voted 6 to 1 on May 13 to allow the prayers at graduation ceremonies of Quincy and North Quincy high schools. The committee voted 7 to 0 to allow such prayers at its junior college's commencement.

Last year, the Quincy committee voted to suspend allowing graduation prayers after the U.S. Court of Appeals for the First Circuit ruled in a Rhode Island case that graduation prayer at public schools violates the U.S. Constitution's ban against government establishment of religion. The First Circuit court's rulings are binding in Maine, Massachusetts, New Hampshire, Rhode Island, and Puerto Rico.

Science Super Heroes

Mindful of the popularity of trading cards of baseball players, television characters, and comic-book heroes, an enterprising science institution in Oregon is hoping to use the craze to interest youngsters in careers in science.

The Oregon Graduate Institute of Science & Technology, near Portland, has issued a unique series of trading cards featuring the school's science professors.

A total of 12 cards in sets of three have been printed so far. Each card features a photo of a professor along with vital statistics, including his or her specialty, sources of research funding, and, yes, the professor's hobbies.

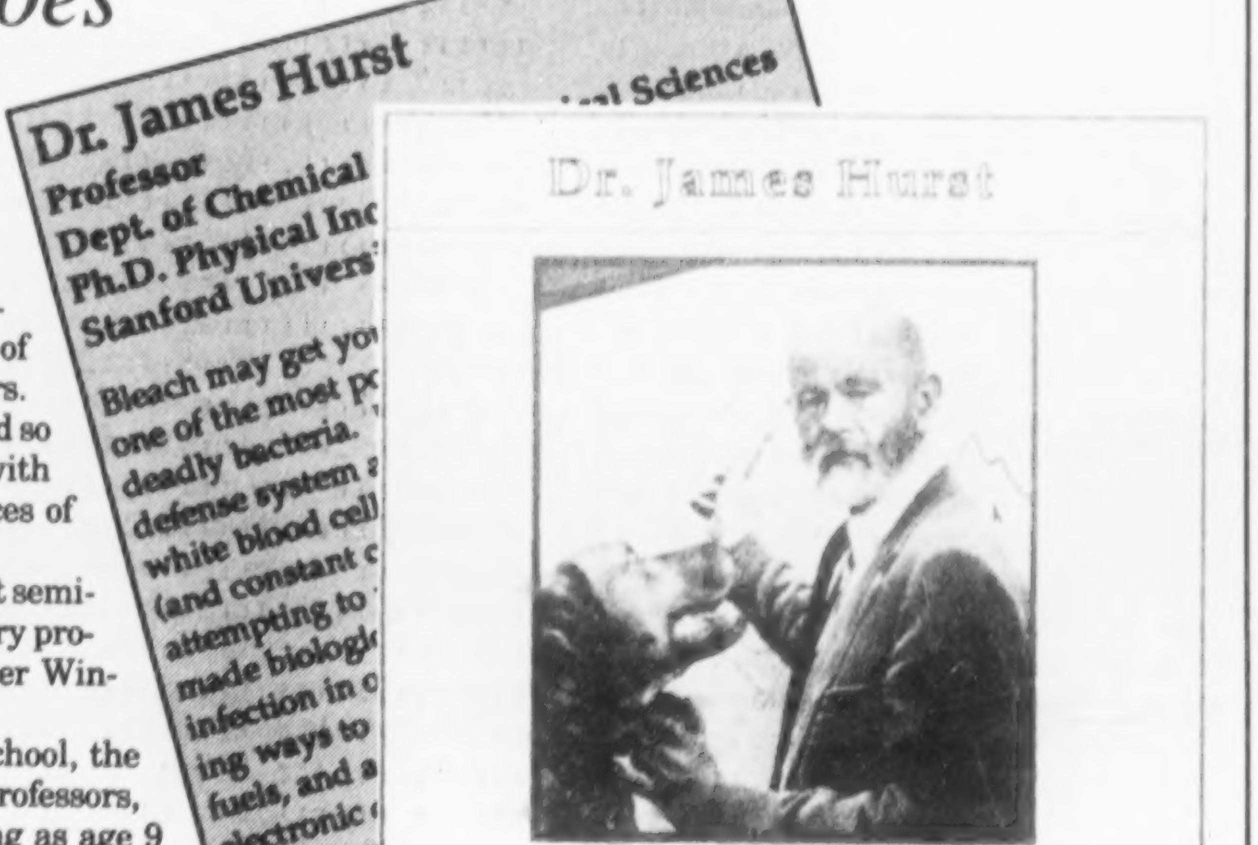
"It convinces people that science is a profession that semi-normal people go into," says James Hurst, a chemistry professor whose card features his pet Labrador retriever Winston, who is the campus mascot.

Originally created as a marketing ploy for the school, the cards are gaining an audience nationwide. Fellow professors, high-school teachers, parents, and students as young as age 9 have asked for the cards, which are not sold at the local five-and-dime. The series will continue next year, with a new lineup of organic chemists and electrical engineers.

But then, as now, bubblegum and thermonuclear fission devices will not be included with the cards.

Free cards may be obtained by sending a self-addressed, stamped envelope with $0.87 in postage to Bob Applegate, Office of Public Affairs, Oregon Graduate Institute of Science & Technology, 19600 Northwest Von Neumann Dr., Beaverton, Ore. 97006-1999.

—S.K.G.



Playing For Healing

Rosemary Kaul/Los Angeles Times

The student orchestra of Rosemont Avenue Elementary School in Los Angeles performs at the reopening of a department store damaged during the riots following the verdict in the Rodney King case. Students from the school created art work symbolizing their hope for healing in the community to decorate the store.

Three Quincy school-committee members who voted to suspend the prayers last year are no longer on the panel.

The Quincy board's action symbolizes the ongoing discord over the graduation-prayer issue. The U.S. Supreme Court heard arguments in the Rhode Island prayer case last November, and the Justices could issue their ruling any time before early July.

■ **A stalemate over busing contracts that left 7,500 handicapped preschoolers in New York City without transportation to class for three weeks ended last week in a compromise between the state and the city's board of education.**

The impasse began April 30, when contracts for private bus companies expired, leaving thousands of children who have mental, physical, or emotional handicaps with no transportation to the city's 138 special-education programs. Before bus service resumed in late May, attendance at special preschool programs was down approximately 80 percent, school officials said.

State legislators refused to allow the contract to be renewed, charging that the city had ignored a 1986 state law requiring them to allocate contracts on a competitive basis. The city has paid for busing service without state funds since 1989 at a cost of $42 million a year.

The deadlock ended last week when both houses of the state legislature passed a bill exempting the city from compliance with the competitive-bidding law retroactive to 1989 and through April 1995. Under the bill, the city also gains $25 million and a 50 percent state reimbursement for transportation of handicapped children through June 30, 1995, whether or not the city chooses to put the contracts out for bid. The bill is expected to be signed by Gov. Mario M. Cuomo.

■ **More than a dozen Beloit, Wis., girls who were sexually assaulted by a male student at school have sued the school district and the city of Beloit, claiming negligence,** according to the girls' lawyer.

The suit on behalf of the 14 girls, who are all about 14 years old, was filed last month in Rock County Circuit Court, according to the lawyer, who did not want to be named.

However, a lawyer for the school district said last week that he believed the suit had not yet been served on the district.

The male assailant, who was 14 at the time of the incidents, was found delinquent on 23 juvenile counts, including second-degree sexual assault, battery, and disorderly conduct, said Ann Sitrick, a district spokesman.

He was ordered to serve two years in the Ethan Allen Home for Boys, the girls lawyer said.

The incidents occurred between January 1990 and April 1991 at McNeel Junior High School and Morgan Elementary School in Beloit, Ms. Sitrick said.

Earlier this year, a federal judge dismissed another civil action brought by the girls seeking $4.8 million in damages, their lawyer said. Each had asked for $300,000 in compensatory damages, and their parents had asked for an undetermined amount of compensation for any necessary physical or psychological treatment for their daughters, the lawyer said.

That civil-rights suit alleged the district "had not taken appropriate action to prevent sexual assault," Ms. Sitrick said.

■ **All AIDS-education materials used in New York City's public schools must place a greater emphasis on abstinence than on condoms,** the board of education voted last week.

At issue was a popular 1987 video, "AIDS: Just Say No," featuring the actress Rae Dawn Chong, and a pamphlet distributed by the city's health department. The resolution, passed on a 4-to-3 vote, bans these frank materials from use in the classroom.

According to the resolution, all outside organizations and individuals taking part in the district's AIDS-education program must sign a statement saying they will provide only materials and lessons that state that abstinence is the most effective means of avoiding the virus that causes AIDS.

More time must be devoted to abstinence than protected sex, the resolution says.

■ **School officials in Dallas are weighing changes in their procedures for conducting background checks of employees in the wake of a newspaper investigation showing that 85 current district employees have criminal records, one of them for murder.**

The Dallas Morning News conducted the investigation by comparing Dallas County criminal records against the names of the district's 16,000 employees.

The newspaper found that the 85 employees, who are classified workers and a few teachers' aides, were convicted felons or were on probation for committing a felony.

Of those who were convicted felons, charges ranged from aggravated assault to the falsification of food-stamp applications to drug offenses. One custodian who had worked for the district for three days had been indicted on a murder charge.

Robby Collins, the district's director of government and internal relations, said that officials are considering the immediate firing of 47 of the employees who had either lied on their applications regarding previous convictions or who had committed a felony while employed by the district. Those employees who are on probation, which expunges any criminal record, will be reviewed "on a case-by-case basis," he said.

The district is considering semi-annual checks of school employees, using statewide criminal records, a procedure that must first be considered by the school board later this month.

A 1989 state law requiring criminal-records checks of teacher applicants did not cover the employees uncovered by the investigation. ■

DIMENSIONS

Parental Involvement

Nearly one-quarter of American high-school students believe that parents in their neighborhoods rarely are involved in preparing their children for school and schoolwork, a national survey concludes.

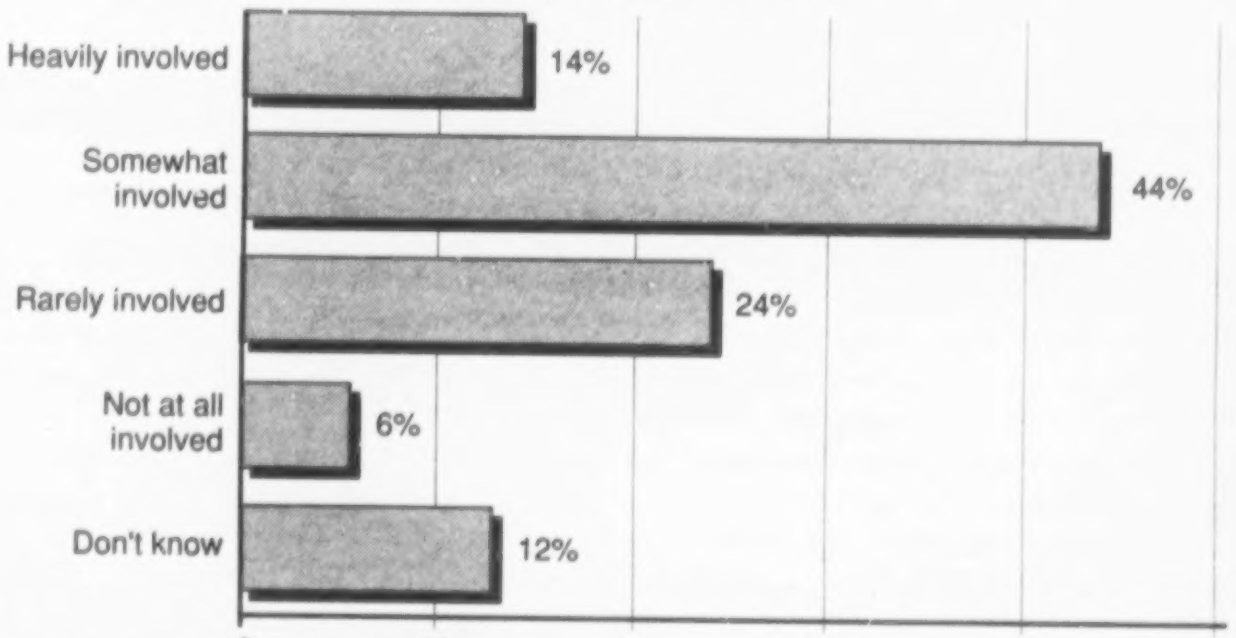
The survey, released last month by the National Association of Secondary School Principals and Sylvan Learning Centers, found that only 14 percent of those polled said local parents were heavily involved in their children's education. Forty-four percent said parents were somewhat involved, and 6 percent said they were not at all involved. Twelve percent had no response.

The survey is based on the responses of 1,365 11th and 12th graders from 20 high schools nationwide.

Student also rated the importance of various steps parents might take to help their children be more successful in school. They most strongly supported actions outside of school itself—such as helping with homework, setting study rules, and assisting with study resources—rather than such in-school activities as volunteer work, parent-teacher-association involvement, and regular meetings with teachers and counselors.

Copies of the survey, "Voices From the Classroom," are available for $3 each by calling Sylvan Learning Centers at (800) 627-4276.

High-School Students' Views of How Involved Parents Are in Schools



SOURCE: National Association of Secondary School Principals

UPDATE

■ **The State of Maryland has been accepted as a member of an international organization of government agencies concerned with school construction,** Gov. William Donald Schaefer announced last week.

Maryland becomes the first U.S. state to join the Programme on Educational Building, a Paris-based organization that promotes the international exchange of ideas related to school construction and design. *(See Education Week, April 1, 1992.)*

Although the P.E.B. is operated within the Organization for Economic Cooperation and Development, an intergovernmental group of free-market democracies that includes the United States, it had until last winter limited its membership to national governments. The U.S. government, which has little involvement in school construction, had declined to join.

■ **A junior-high-school girl in Hamilton, Ohio, who gave Tylenol to a classmate was ordered by the school district to attend detention on two consecutive Saturdays.**

The district's decision last month to require Dana Merry to attend Saturday school came after a Butler County Common Pleas Court judge ruled that an earlier decision by the district to suspend her for five days must be revoked and removed from her record. *(See Education Week, March 11, 1992.)*

In his decision, Judge John Moser said the district had imposed the suspension under the wrong section of its discipline code. He said such a suspension would have been permissible under the district's medication policy, which allows only school officials to administer drugs with parental permission. ■

PEOPLE

■ The Mississippi Board of Education has chosen **Tom Burnham** as the state's new superintendent of education.

Mr. Burhnam, 46, has been superintendent of the Biloxi, Miss., schools for the past four years.

He succeeds Richard Thompson in the $90,000-a-year post. Mr. Thompson resigned in April to head a state teacher-training center in North Carolina.

Mr. Burnham will assume his new duties July 1. ■

MILESTONES

■ **Sidney P. Marland Jr.**, who served as the top U.S. education official in the Nixon Administration, died last week at his home in Hampton, Conn. He was 77.

As the U.S. Commissioner of Education from 1970 to 1972, and then as the first statutory assistant secretary of education in the Department of Health, Education, and Welfare, from 1972 to 1973, Mr. Marland helped develop and implement landmark education programs, including the National Institute of Education and Basic Educational Opportunity Grants, now known as Pell Grants.

He also helped establish career education, one of his major interests, as a high federal priority.

Following his tenure in Washington, Mr. Marland served as the president of the College Board from 1973 to 1978, during which, among other tasks, he created a commission to investigate the steep decline in Scholastic Aptitude Test scores. ■

R 4800 - 2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 38 · June 10, 1992

© 1992 Editorial Projects in Education / $3.00

Census Data Find More Are Falling Behind in School

Children More Diverse, Poorer, Figures Show

By Peter Schmidt

WASHINGTON—The nation's children were poorer, more diverse, and more likely to have fallen behind in school in 1990 than they were 10 years earlier, newly released data from the U.S. Census Bureau indicate.

While dropout rates appear to have declined during the 1980's, a study released Friday by the Census Bureau reports that the percentage of children who fell behind in school by at least one grade level increased significantly during the 10-year period.

The data on grade-level attainment by age also reveal that a disproportionate percentage of blacks and Hispanics fell behind in school.

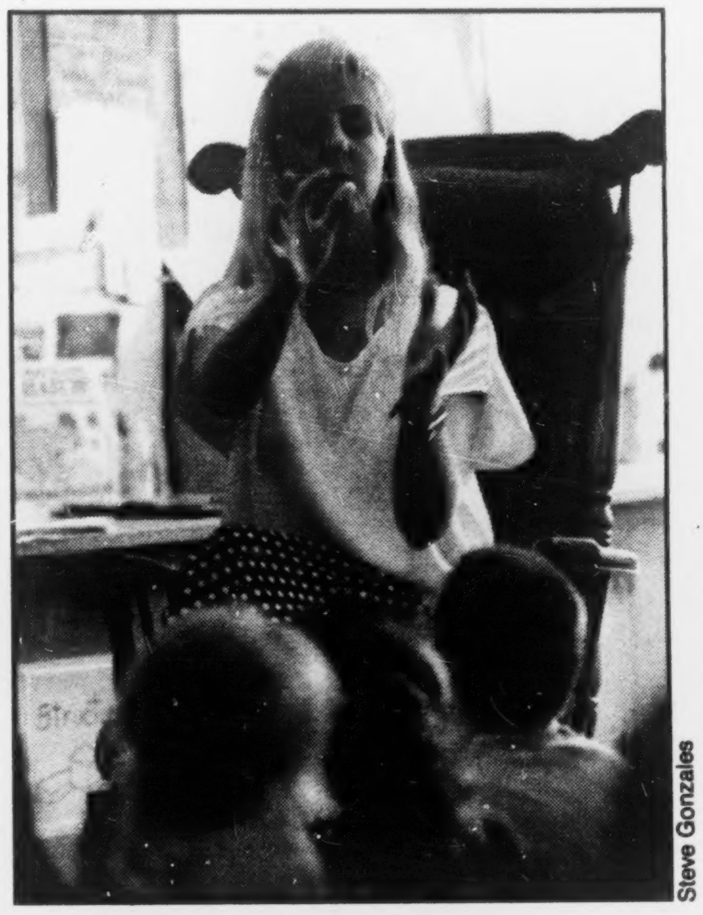
Demographers and education experts said last week that the Census Bureau's findings reflect a decade of heavy immigration and economic upheaval that left society, including its young people, more stratified by almost every measure.

In few places was the impact of demographic change and educational disparity more apparent than in Washington.

The District of Columbia ranked first in the nation in the percentage of residents over the age of 25 with at least a bachelor's degree, 33 percent. At the same time, however, it tied with Arkansas as having the nation's fifth-highest child-poverty rate: a quarter of all children under 18.

Washington ranked sixth, at 14 percent, in terms of the proportion of teenagers between 16 and 19 counted as high-school dropouts, and also ranked high in terms of the percentage of residents who were foreign-born, spoke a language other than English at home, and characterized them-

Continued on Page 9



Steve Gonzales

From her rocking chair, Tanya Rosencrantz leads a 2nd-grade science class in Kansas City, Kan., in a discussion about acid rain.

RJR Nabisco Lays $30-Million Bet On 'Bottom Up' Reform Strategy

By Meg Sommerfeld

KANSAS CITY, KAN.—"What is a hypothesis?" Tanya Rosencrantz asks a group of 2nd graders sprawled on a carpet in front of her.

Hands go up everywhere, some eagerly, some tentatively. With the gentle prompting of Ms. Rosencrantz, a substitute teacher, the pupils at the New Stanley Elementary School here define "hypothesis," then suggest a set of predictions for an upcoming ecology experiment.

"If they're not true, that's O.K., too," Ms. Rosencrantz explains to the class, "because then we can find out what's making our predictions not true."

What these young scholars may not realize is that their daily lessons are helping to test the predictions anchoring RJR Nabisco Inc.'s multimillion-dollar experiment in education reform.

In 1989, the snack-food and cigarette maker unveiled a three-year, $30-million grant competition to encourage public schools to redesign themselves into "model schools of the future." *(See Education Week, Nov. 1, 1989)*

New Stanley was one of 15 winners in the first round of the "Next Century Schools" contest in 1990. Since then, 29 more schools have won the three-year grants of up to $750,000 each.

The progress of RJR Nabisco's endeavor, believed to be the largest corporate program of cash grants to individual public schools, is drawing close scrutiny from educators and business executives alike. Many observers regard the program as a prototype for the New American Schools Development Corporation, the private organization set up last year at the re-

Continued on Page 10

To Sell Vision of Student Mastery, Oregon Fights Finances, Skepticism

By Lynn Olson

LINCOLN CITY, ORE.—Norma S. Paulus, Oregon's feisty superintendent of public instruction, has come to this coastal community to sell an audience composed largely of senior citizens on one of the most ambitious school-reform efforts in the country.

By national standards, Oregon's "best and brightest children" are the equals of anyone, Ms. Paulus explains at the community center here. "The problem is that the national average is a joke."

When compared with students in other industrialized nations, she warns, American youngsters "are almost dead last" in mathematics and science performance.

Worse still, she continues in the measured tones of a doctor bearing bad tidings, approximately 25 percent of Oregon students never complete high school. Of the 55 percent who go on to postsecondary education, 30 percent drop out in the first year. Too many children leave school unprepared for either advanced academic study or work, she contends.

"People don't have a really good picture of what's happening to children in this state or how it's going to impact their lives if their neighbor's child isn't taken care of," she cautions.

But the implications are obvious. While economists estimate that it takes four wage earners to support one senior citizen, Oregon is already down to two young people for

Continued on Page 16

Downsized Military Curtails Job Options For Some Graduates

By Millicent Lawton

The drastic downsizing of the U.S. military, combined with higher absolute standards for recruits on tests and other measures, is curtailing job opportunities for thousands of high-school graduates who had looked to the armed forces as an accessible route to advancement.

The decrease in openings, particularly in the Army, will have an especially profound impact on young blacks, a number of observers predict. They note that blacks have joined the military in disproportionate numbers, finding it a relatively color-blind employer to which they are more likely than whites to devote their careers.

The military has also been an important source of educational aid for young people who cannot afford to enter college right after high school.

"I think it's catastrophic for the minority community especially," Charlie C. Moskos, a professor of sociology at Northwestern University, said of the shrinking pool of military jobs.

The armed forces traditionally have been "an avenue of upward mobility for young people from poor backgrounds," which also had enough middle-class mem-

Continued on Page 8

Keyboard Helps Autistic Youths Find Their Voices, Advocates Say

By Debra Viadero

WINCHESTER, VA.—The tall, lanky 17-year-old burst into Julie R. Hunt's office here at a branch of the Grafton School and began to rock back and forth. He put his hand to his mouth and bent over. He seemed to want to talk, but no words came out.

"We'll talk to you later, Bernard," Ms. Hunt, a speech therapist at the school, told the boy. Bernard did not move.

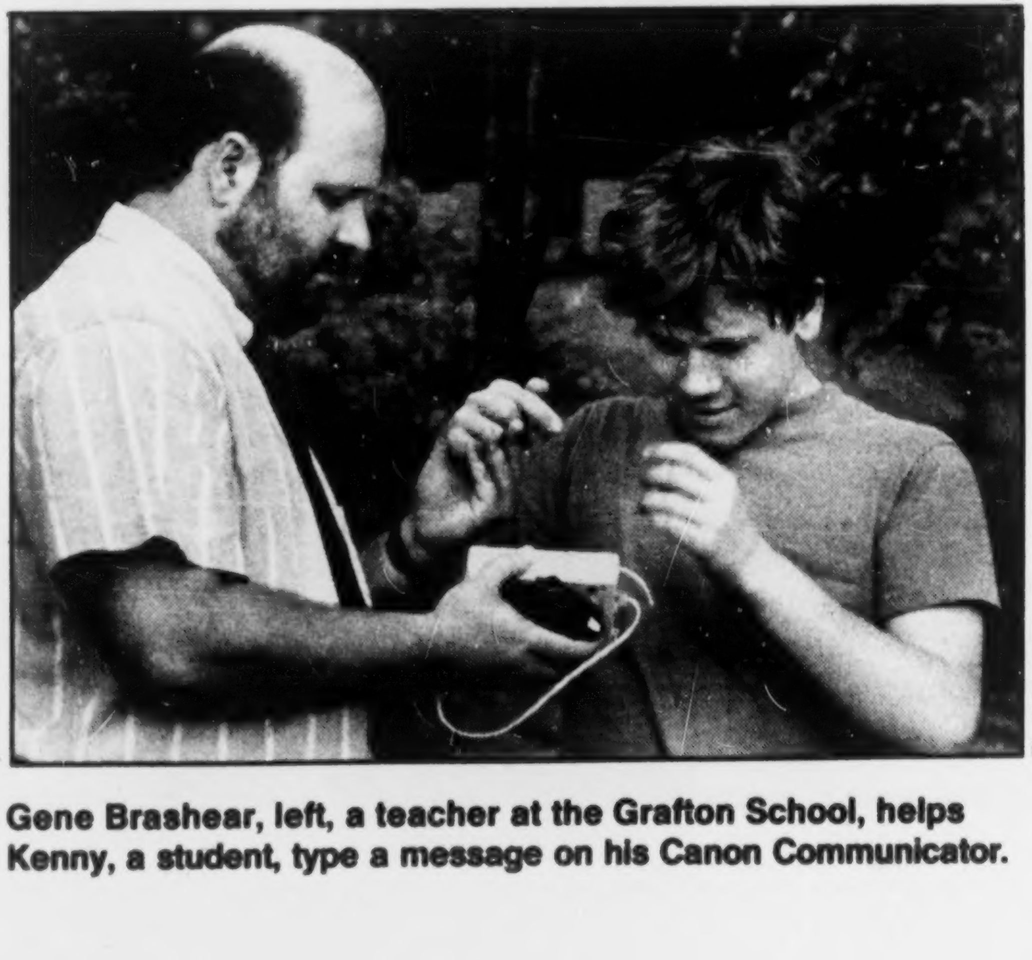
"You have to go now," Ms. Hunt said and then, finally, gently led him out of the office, saying, "We'll come and find you later."

The educators and psychologists who have examined Bernard over the dozen or more years he has lived at this private, residential school for severely disabled children have labeled him autistic or at least autistic-like.

Until recently, his only means of communication have been three hand signals. He could make rough approximations of the manual signs for "please," "bathroom," and "help." Psychologists have measured his I.Q. to be less than 25.

Bernard's seeming reluctance to leave Ms. Hunt's small closet of an office was understandable, however. It was here, more than a year ago, that Bernard found the voice he never had, first by point-

Continued on Page 12



Photopress

Gene Brashear, left, a teacher at the Grafton School, helps Kenny, a student, type a message on his Canon Communicator.

Also in the news

19 **Advancing the Arts**
An effort is launched to develop national standards for student achievement in dance, theater, the visual arts, and music.

IN SUMMARY

Exploring New Worlds
A national survey finds that state education departments have great interest in, but little funding for, expanded school programs in international studies. **Page 4.**

Satellite Success
A nonprofit education telecommunications corporation says it is now set to begin beaming satellite-delivered educational programs to schools by early August. **Page 4.**

Sexism in Schools
Sexist behavior in secondary-school classrooms extends not only into coeducational environments but to boys' and girls' schools as well, a University of Michigan study has found. **Page 5.**

Gaining Confidence
A series of institutes sponsored by the College Board helped teachers and counselors become more confident of the abilities of their minority students, according to a report. **Page 5.**

A Record for California Schools
California voters have approved the largest school-bond issue in state history, a $1.9-billion plan that school officials say will begin to make a dent in the state's backlog of building projects. **Page 13.**

Bay State Reforms
After months of fruitless talks with legislators and business leaders, Gov. William F. Weld of Massachusetts last week submitted his own package of education reforms. **Page 14.**

Politicizing NAEP?
By prematurely discussing new national reading-test data, President Bush apparently violated a policy meant to ensure that the release of such data will be nonpolitical. **Page 19.**

Appointments	**24**
Ballot Box	**20**
Capital Update	**21**
Commentary	**22 and 32**
Deadlines	**24**
Events	**25**
Federal File	**19**
Focus On: Teachers	**6**
Grants	**25**
Legislative Update	**14**
Letters	**23**
Marketplace	**26**
Publishing	**22**
State Journal	**13**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 38. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Survey Finds Interest in Math Among Students in All-Girls Schools

Fourth graders enrolled in all-girls schools most often cite mathematics as their favorite subject, according to a recent survey by the National Coalition of Girls Schools.

Forty-three percent of the 500 4th graders surveyed said math was their preferred subject, while English won 29 percent of the votes.

In addition to the survey of 4th graders, the N.C.G.S. also polled 700 graduating seniors at its member schools, and found that 48 percent intend to pursue math, science, business, or engineering degrees in college.

That figure is almost double the national average of 27.2 percent of young women who expressed those goals in a 1991 report on American freshmen by the Higher Education Research Institute at the University of California at Los Angeles, said Wendy Schwimmer, a spokesman for N.C.G.S. The association represents 22,000 girls in 60 public and private schools nationwide.

The survey results show that students attending all-girls schools maintain throughout high school their interest in math and science, association officials said. Educators often find that girls begin to lose interest in those subjects in junior high and high school.

"The inclusive environment of girls schools helps boost the self-esteem and expectations of young women at a critical time in their lives," Mary Lou Leipheimer, a co-chair of the N.C.G.S., said in a statement. ■

The Model Metropolis

In Brockton, Mass., more than 500 area students have been learning to express themselves through architecture.

The students, mostly 6th graders, recently constructed a large-scale model city with roads, trees, buildings, and people for a "kid generated" art exhibit at the Fuller Museum of Art.

"You really got the feeling of being in the city," says Linda Keating, the Fuller's education director.

The exhibit, entitled "My City, Myself—A Work in Progress," was the result of a collaboration between the Brockton art museum and two local elementary schools.

The museum supplied wooden panels, paint, cubes, rectangular blocks, and other materials, Ms. Keating says, and museum staff members took students on field trips into the city to learn about architecture and the ways cities and buildings relate to people.

"Architecture is everywhere, and it is art," Ms. Keating notes.

Ms. Keating says the museum's staff tries to supplement school arts programs each year. Because of tight district budgets, the staff wants "to keep kids working with art, even through the difficult times," she says. —L.D.

STATES

Colorado Students Fare Well On International Math, Science Test

Thirteen-year-old Colorado students perform as well in mathematics and science as their peers in 19 foreign countries, the results of the most recent international assessment of student performance in math and science suggest.

The comparison of a students' scores in a single state with those of foreign students on the second International Assessment of Educational Progress is unusual because, while students in individual districts across the United States took the test, only in Colorado did students participate statewide.

Roughly 8,900 of the state's 9-year-old public-school students and 6,600 of its 13-year-olds took the test in March 1991.

While all of the 20 participating countries administered the test to 13-year-olds, only 14 tested 9-year-olds.

The test results, released by the state education department last week, indicate that, over all, 13-year-olds answered an average of 58 percent of the math questions correctly, while the average for Colorado teenagers was 57 percent correct. The U.S. average was 55 percent.

On the science test, meanwhile, 13-year-olds over all answered an average of 67 percent of the questions correctly, compared with the Colorado average of 70 percent. The U.S. average was also 67 percent.

Among Colorado students, males in the 13-year-old cohort scored higher than did females in both math and science.

Average scores among Colorado students generally were much lower for Native American, African-American, and Hispanic students as well as for students who attended schools in the inner city.

■ **A State Superior Court judge in San Francisco last month struck down a California law that would have required unmarried teenagers to obtain the consent of a parent or judge before having an abortion.**

The law, which was adopted in 1987 but never enforced due to court appeals, applied to girls under the age of 18. Under the law, the teenager needed to gain the consent of at least one parent to obtain an abortion, or to convince a judge that she was mature enough to make the decision on her own.

Similar statutes have been upheld in other states. ■

DISTRICTS

St. Louis District Fires Staff, Closes Schools To Erase Budget Gap

As a result of a projected $38-million budget shortfall, officials of the St. Louis public schools have laid off 295 employees, including 80 teachers.

The St. Louis Board of Education voted late last month to eliminate a total of 457 positions, ranging from administrative to clerical jobs. In addition to the layoffs, 162 positions were eliminated through retirements and resignations.

In conjunction with the staff cutbacks, effective July 1, the district will close 10 of its 123 schools, including 2 high schools, 2 middle schools, and 6 elementary schools.

The personnel reductions will save the district approximately $22 million, according to a school spokesman. The remainder of the $16-million deficit was eliminated through the school closings, other program cuts, and the deferment of purchases of supplies, library materials, and computer equipment.

■ **The insurers of two suburban Milwaukee school districts cannot refuse to pay the district's legal costs associated with a desegregation suit,** the Wisconsin Supreme Court has ruled.

In a decision issued late last month, the court ruled 4 to 3 that three insurance companies that had policies with the Shorewood and Greenfield school districts must pay lawyers' fees and other district costs connected with the case.

The state high court returned the case to the Milwaukee County Circuit Court to determine what share of the costs the insurance companies must pay.

Wausau Insurance Company, Continental Casualty Company, and U.S. Fire Insurance Company had argued that they were not liable to pay damages related to desegregation.

The districts sued the companies, claiming a total of more than $714,000 in costs, including about $663,000 in lawyers' fees, in connection with the 1984 desegregation suit involving Milwaukee and its suburbs.

■ **Two New York City school custodians and two of their friends were arrested late last month and charged with selling handguns on or near school property.**

Joseph Stiff, 35, and Travis Walker, 24, both custodial workers at Prospect Heights High School and Intermediate School 61 in Crown Heights in Brooklyn, were arrested by plainclothes policemen posing as customers.

Along with two of their friends, the janitors were charged with criminal sale and possession of firearms, according to the police.

The investigation, a collaboration between the city's firearms task force and the board of education, began last June following an anonymous tip. Police spent $7,000 to buy 25 weapons in the past several months, culminating with last month's arrest.

Sgt. Edelle James, a police spokesman, said that no students were ever involved in the purchases, which usually took place at night.

Bess Reynolds, the superintendent of Brooklyn School District 17, said she was "certain" that steps had been taken to increase school-security measures, but could not elaborate.

■ **Mayor Richard M. Daley has nominated three new members to serve on the Chicago Board of Education and has reappointed two existing members.**

In making his selections, the Mayor ousted three board members: Anna Mustafa, Grady Bailey Jr., and Patricia Daley. Mr. Bailey and Ms. Daley, who is not related to the Mayor, had been outspoken critics of Superintendent Ted D. Kimbrough's policies.

To replace them, the Mayor nominated Charles E. Curtis Sr., a mortgage broker, James D. Flanagan, a banker, and John Valinote, a manager for the International Business Machines Corporation. The selections must be confirmed by the city council.

Mayor Daley also reappointed Clinton

Bristow Jr., the board's president, and Bertha Magana, a lawyer, to serve new terms.

Shortly after Mr. Daley made his decisions, however, the board of education ousted Mr. Bristow as president and elected Florence B. Cox to the post. Mr. Bristow will continue to serve out his term on the board.

The vote was seen as a repudiation of the Mayor, because he had praised Mr. Bristow's leadership in reappointing him.

■ **Cleveland school officials have dropped their investigation of a major computer supplier after a district administrator recanted allegations that contracts with the company had been forged.**

The district instead has moved to demote the administrator, who claimed he made the forgery allegations for fear of losing his job after signing for millions of dollars worth of computer equipment without prior school-board approval, according to Juanita Bryant, the district's director of community relations.

The board had come under fire for narrowly approving a $4.2-million contract with Digital Equipment Corporation despite the fact that the equipment had already been delivered, without direct board authorization, in a transaction that the district still had under investigation.

Since the incident, the board has moved to draw up procedures to prevent any transactions from taking place without its approval, Ms. Bryant said.

■ **California officials have appointed an administrator to supervise the Coachella Valley Unified School District after approving a recent $7.3-million emergency loan to the school system.**

State Superintendent of Public Instruction Bill Honig appointed Andy Viscovich as the state administrator after the position drew 40 applicants. The state will assume all legal powers of the local school board, which will serve in an advisory capacity to Mr. Viscovich.

The loan, needed to balance the district's $37-million budget, must be repaid after 10 years. Mr. Honig said he has been encouraged by the district's initial steps toward solvency. He expressed confidence that Mr. Viscovich, a former superintendent, will implement a sound recovery plan.

■ **A private foundation in Oklahoma will underwrite the development of a "hands on" science museum in Tulsa that is designed to foster interest in the physical sciences among the state's elementary- and middle-school students.**

The trustees of the Tulsa-based Pearl M. and Julia J. Harmon Foundation announced late last month that the foundation will spend $1.5 million to build the first phase of the project on a four-acre downtown property that is part of a failed savings and loan's portfolio.

Construction is scheduled to begin in the fall, once the tract, which is adjacent to Tulsa's Roman Catholic diocesan high school, is rezoned.

The museum will be wholly funded by the foundation, which will subsidize its educational use to ensure access for children in economically distressed areas.

George L. Hangs Jr., the foundation's secretary, said the trustees will employ an advisory committee of educators to ensure that exhibits, some of which may be privately funded, are compatible with the science curricula of local school districts.

Cathey Frederick, a trustee and the principal of a local elementary magnet school, added that the museum budget also includes money to develop curriculum materials with which teachers can prepare students to take fullest advantage of museum visits.

■ **An Arizona court has denied a Phoenix boy's bid for a preliminary injunction that would have prevented the Osborn school district from enforcing a ban on sports-team T-shirts officials believe are related to gang activity.**

Maricopa County Superior Court Judge Barbara A. Rodriguez denied the injunction late last month, saying that "the safety of students and the curtailment of gang activity" provided a "rational basis" for the banning of T-shirts bearing the logos of several sports teams.

The case was brought on behalf of 12-year-old Joey Burton, an Osborn Middle School 7th grader who was sent home from school May 12 after wearing a T-shirt decorated with a rendering of Michael Jordan, the Chicago Bulls basketball player, according to the boy's lawyer, Gary Peter Klahr.

Joey, whom Mr. Klahr described as an honor-roll student and athlete who is not involved in gangs, maintains that the school-board policy violates his constitutional rights of free speech and expression.

"The kids do not commit gang activities because they wear these shirts," he said, adding that the court decision was "outrageous."

The T-shirt policy is "nonsense," said Mr. Klahr, who is also a member of the Phoenix Union High School District board.

The Osborn school board instituted the policy in April, prohibiting students from wearing the logos of the Chicago Bulls, Cubs, and White Sox; the Los Angeles Kings and Raiders; the Oakland Athletics; and the Georgetown University Hoyas.

Mr. Klahr said last week that unless the school district negotiates a resolution to the situation, he will file an appeal with the state court of appeals.

■ **Over the protests of anti-abortion parents, the Wallingford (Conn.) Board of Education voted late last month to allow Planned Parenthood instructors to continue teaching classes as part of the district's "family life" curriculum.**

Planned Parenthood staff members have taught middle-school classes on puberty, sexually transmitted diseases, and birth control for about eight years in Wallingford.

The group, which offers similar classes in other Connecticut communities, is one of four organizations the school system has brought in to teach the family-life curriculum. But only Planned Parenthood has been subject to community opposition.

About 94 percent of the district's middle-school students attend the classes, which require parental permission slips. ■

DIMENSIONS

Student Honesty

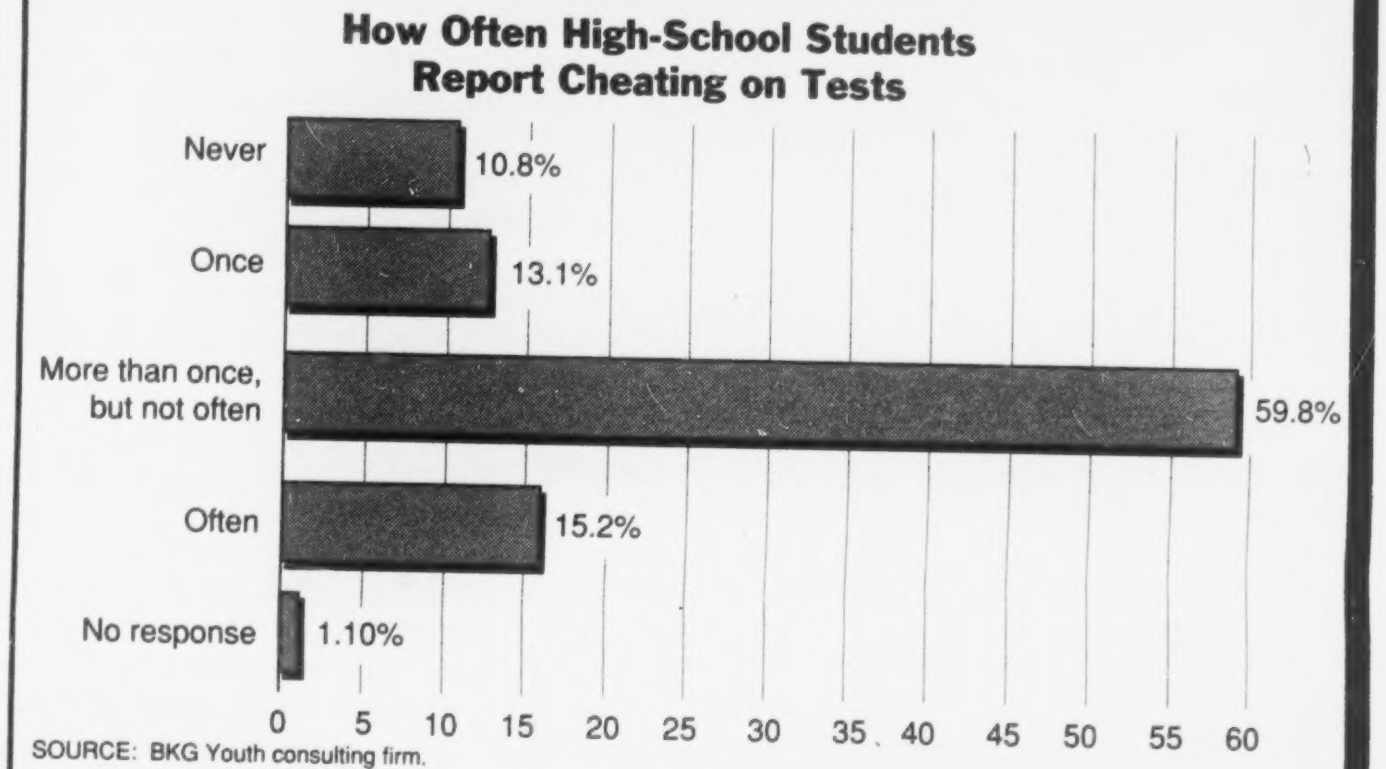
Most high-school students admit to cheating occasionally on tests, and even to forging their parents' signatures on school-related documents, but would balk at hiring someone to take their college-entrance examinations for them, according to a recent survey.

Bkg Youth, a New York-based market-consulting firm, recently surveyed 10,000 students from 100 public and private high schools nationwide on a wide range of concerns, including school issues. The firm then analyzed a random sample of 2,500 reponses.

Nearly 60 percent of those surveyed said they occasionally cheat, with fewer than 11 percent saying they never cheated. Nearly 54 percent had forged a parent's signature on an absence note or other school document. But some 75 percent said they would not pay someone to take their college-entrance tests, even if they knew they would not get caught.

In other areas, nearly one-third said they never read for pleasure, three-quarters said they were receiving a good education, and more than two-thirds opposed mandatory community-service requirements in schools.

More information is available from BKG Youth, 71 Broadway, 8th Floor, New York, N.Y. 10006; telephone (212) 809-5900.


How Often High-School Students Report Cheating on Tests

SOURCE: BKG Youth consulting firm.

UPDATE

■ **A national gathering of mathematics educators later this month will lay the groundwork for preparing students to use graphing calculators on the Advanced Placement calculus test,** an innovation expected to begin in 1995.

Under the direction of John Kenelly, Clemson University's Alumni Distinguished Professor of Mathematics, the 250 teachers who gather for two days in mid-June to score this year's tests will remain on the South Carolina campus to receive instruction from 18 "lead teachers" on how to use the machines to replace pencil-and-paper calculations.

The College Board, which administers the national examination, supports the project and is considering allowing students to use the devices on the examination, Mr. Kenelly said.

"This is not training on how to use a calculator," he said. "This is an educational experience [about] how mathematics must change to reflect a new, technological era."

Supported by a four-year, $900,000 grant from the National Science Foundation, the Clemson project is designed to build a network of trained teachers over the next three years who will in turn train the approximately 7,000 A.P. calculus teachers to use the machines.

Graphing calculators—hand-held machines with roughly the same power as the earliest microcomputers—allow students to plot functions on a built-in screen. Researchers at Ohio State University have been actively building a national cadre of teachers dedicated to their use. *(See Education Week, April 10, 1991.)*

■ **A California Superior Court judge last week refused to temporarily ban the Channel One in-school news program from the San Jose public schools.**

Ruling in a suit brought by Superintendent of Public Instruction Bill Honig and the state PTA, Judge Jeremy Fogel declined to issue a preliminary injunction barring the use of the program in San Jose's East Side Union High School District. The judge said that since the school year is nearly over, he saw no immediate need to act on the suit.

Mr. Honig and the parent-teacher group sued the district in December, charging that its contract with Whittle Communications violates the state constitution and contract laws. *(See Education Week, Jan. 8, 1991.)* They sought both temporary and permanent injunctions against use of the program.

Judge Fogel set a hearing for Sept. 2 to hear testimony in the case.

The district has been showing Channel One to students since 1990 in defiance of Mr. Honig's statewide ban on the Whittle program. ■

PEOPLE

■ **Bernard R. Gifford,** the former dean of the school of education at the University of California at Berkeley who left academia to head the education division of Apple Computer Inc., has returned to the university.

Mr. Gifford, who announced early this year that he would be leaving Apple, is currently on sabbatical from the education school; he plans to return to teaching at the school in January.

William Keegan, an Apple spokesman, said Mr. Gifford announced his intention to undertake several projects after leaving the company, including working on a book about technology in education and fulfilling several commitments to Apple.

In addition to lecturing, Mr. Gifford will also continue to write a series of paid columns on technology in education that appear regularly in *Education Week*.

■ A New York City teacher who ended a black boycott of a Korean grocery store two years ago now says he is jobless and destitute.

Fred McCray, a teacher at Erasmus High School in 1990, took his students to lunch at a Korean-owned delicatessen that was being boycotted for alleged discrimination against black customers. Mr. McCray, who is black, gained national attention for the incident, but also received death threats and was transferred to another school.

He told the *New York Post* that he has been living in poverty since the board of education placed him on unpaid leave in January, after denying his request for a health-related paid sabbatical for which he was not eligible.

Teachers' union officials last week said they were trying to reach the former teacher to offer assistance. ■

Continued from Preceding Page

er for the common goal" of a strong education for young people.

For students at Chaffey High School in Ontario, Calif., decisions about whether to pursue a military career "are made much earlier"—often as soon as the 9th grade—because of the military's greater selectivity, according to Bob Godinez, a counselor there.

In his school, which is 42 percent Hispanic and 15 percent black, Mr. Godinez said he has not seen minority-group students miss out on military opportunities because of the tighter standards.

Students at Chaffey take the Armed Services Vocational Aptitude Battery by the 10th grade, allowing plenty of time to improve a deficient score, Mr. Godinez said.

'Affects All Walks of Life'

The armed forces are still recruiting minority-group members, including blacks, in proportions comparable to the past, Colonel Hart of the Defense Department said.

The downsizing and greater selectivity "affect all walks of life," Colonel Hart said.

But he acknowledged that minority enlistment "has dropped a bit in the last couple of years."

In the Army, blacks made up 28.6 percent of accessions in 1980, 25.3 percent in 1990, and 20.5 percent last year, statistics show.

Mr. Moskos of Northwestern University sees the increasing importance of high A.F.Q.T. scores in the recruitment process as a formidable barrier to many blacks.

Even blacks who hold high-school diplomas, he said, generally score below white diploma-holders on the test, because blacks nationally are more likely to attend weak schools.

Figures provided by Sergeant Waters, the Florence, Ala., recruiter, show sizable differences in A.F.Q.T. scores by race.

National averages across the four military services, Sergeant Waters said, show that in 1990, 75.1 percent of whites scored in the top half on the A.F.Q.T., while just 17.4 percent of blacks did so.

Last year, the percentage of whites scoring at 50 or above on the test was slightly higher—76.9 percent—and that of blacks slightly lower—15.3 percent, Sergeant Waters said.

Broader Consequences

The reduction in armed-forces jobs, Mr. Wilson of the American Council on Education suggested, will have a more significant long-term effect on blacks because minorities are more likely than whites to make a career of the military.

Sixty-two percent of the blacks in the Army re-enlist, compared with 38 percent of the whites, Mr. Wilson said, citing data from the Joint Center for Political and Economic Studies, a Washington think tank.

Blacks' greater long-term commitment occurs in part, Mr. Wilson said, because blacks—especially those with just a high-school education—view their prospects in the military as far better than in the civilian world.

Both Mr. Wilson and Mr. Moskos warned of the possible broader ramifications of fewer opportunities in the military.

The leaner armed forces, Mr. Moskos predicted, will be a "contributing factor in the growth of the underclass" in the United States.

Mr. Wilson added: "I'm not sure what these young people are going to do but enter the marginal economy or the drug economy."

Census Shows More Children Lag Behind in School

Continued from Page 1

selves as not speaking English very well.

"Virtually everything is declining at the center," Harold L. Hodgkinson, the director of the Center for Demographic Policy at the Institute for Educational Leadership, said in an interview last week.

"This set of changes has not been at the center, but at the extremes," Mr. Hodgkinson added, asserting that the census reveals "changes in the nature of youth" that many education-reform initiatives "are not touching at all."

On the brighter side, however, the Census Bureau found that the proportion of Americans over the age of 25 with at least a high-school diploma increased to 75 percent in 1990, compared with about 67 percent a decade earlier.

In addition, data from the 1990 Census indicate, the proportion of people over 25 with at least a bachelor's degree rose from 16 percent in 1980 to 20 percent in 1990.

Findings reflect decade of economic upheaval, immigration.

School-Enrollment Figures

The grade-level figures by age were included in an annual report on school enrollment issued by the Census Bureau last week.

The report, based on October 1990 survey data collected separately from that gathered for the 1990 Census, found that 35 percent of the nation's students were either enrolled below their appropriate grade level or had dropped out of school by the ages of 15 to 17.

About 48 percent of blacks and 49 percent of Hispanics in the 15-17 age bracket had fallen behind or dropped out, compared with 32 percent of whites, the survey found.

All three groups started out at about the same place, with 22 percent of those ages 6 to 8 enrolled below their appropriate grade level.

As the children moved into the 9-11 age group, however, the rate of enrollment below a student's appropriate grade level increased 14 percentage points for Hispanics, 11 percentage points for blacks, and just 5 percentage points for whites.

"Blacks and Hispanics fall behind much faster and stay behind," Robert Kominski, the chief of the education and social-stratification branch of the Census Bureau, said in an interview last week.

The report also highlighted differences in the kind of education afforded to various categories of children early in their school careers.

Only 49 percent of Hispanic children ages 3 to 5 attended nursery school or kindergarten, compared with 60 percent of whites and 57.8 percent of blacks.

Family income also played a significant role in determining whether and where children were enrolled in nursery school, Mr. Kominski said.

Among 3- and 4-year-olds, 30 percent of those from families earning less than $20,000 a year, 38 percent from families earning $20,000 to $39,999, and 59 percent of those from families earning at least $40,000 were enrolled in nursery schools.

Mr. Kominski noted, however, that he had not determined the degree to which such enrollment differences reflected an ability to pay or the likelihood that both parents in a given family were working and needed child-care services.

While 66 percent of families earning less than $20,000 enrolled their children in a public nursery school, just 15 percent from families earning at least $40,000 used such facilities.

Child-Poverty Data

The lastest figures on child poverty were included in a bureau report on the 1990 Census released late last month.

For children under 18, the poverty rate rose to nearly 18 percent in 1989, compared with 16 percent 10 years earlier; the family-poverty rate, meanwhile, rose from 9.6 percent to 10 percent.

Single women with children appear to have been among the hardest hit. Their poverty rate rose from 40 percent in 1979 to 42 percent in 1989. The poverty rate for single women with children under 6 increased from 56 percent to 57.4 percent.

"There is really an enormous problem with single parents raising children just about at the poverty line," Mr. Hodgkinson said, noting that most single mothers have incomes within about $400 of the federally designated poverty level.

During the past decade, the number of families with children headed by single women rose from about 5.5 million to 6.7 million, and the percentage of families with children headed by single women rose from about 17 percent to 20 percent.

Foreign-Born Residents

The report on the 1990 Census also documented the fact that immigration had a greater impact on the nation during the 1980's than in any other decade since the turn of the century.

Jeffrey S. Passel, the director of the immigration-research program at the Urban Institute, noted last week that the number of foreign-born people living in the United States is now at an all-time high of 19.8 million, or about 7.9 percent of the population.

In 1979, by contrast, foreign-born residents numbered about 14 million and accounted for 6 percent of the people living here.

The foreign origins and American destinations of immigrants have also changed significantly in recent decades, observed Mr. Passel, noting that he was also drawing from his own research.

While two-thirds of the immigrants of the 1950's came from Europe and Canada, during the past decade, 80 percent to 90 percent of the immigrants came from Asia and Latin America.

While previous immigration waves tended to hit New York City and other destinations on the East Coast, many immigrants of the past decade headed instead to California, Texas, and Florida, helping those three states account for about half of the nation's growth.

In the most recent census, foreign-born persons account for at least 9 percent of the residents in Texas, Massachusetts, Rhode Island, and the District of Columbia; nearly 13 percent of the residents in Florida and New Jersey; nearly 15 percent in Hawaii; 16 percent in New York; and nearly 22 percent in California.

Peter A. Morrison, a demographer at the RAND Corporation in Santa Monica, Calif., noted that recent influxes of immigrants in the Los Angeles and Central Valley areas have prompted officials to project that public-school enrollments will increase 4 percent a year over the next decade.

The data also indicate that more than 10 percent of residents over the age of 5 speak a language other than English at home, and that one-quarter to one-half of the members of such households do not speak English very well.

Language barriers often appeared to extend to future generations as well.

In Texas, for example, about 25 percent of residents over age 5—more than double the state's percentage of foreign-born residents—spoke a language other than English at home; of those, almost 45 percent reported that they did not speak English very well.

Poverty as Predictor

While states with large non-English-speaking populations tended to have fairly high child-poverty rates, they nonetheless were at about the national average—or 75 percent—in terms of the proportion of residents over the age of 25 who had graduated from high school.

Poverty alone seemed to be a far stronger predictor of academic failure.

Alabama, Arkansas, Kentucky, Mississippi, and West Virginia, which had the nation's proportionately smallest foreign-born populations, about 1 percent or less, each were also the five states with the smallest percentages of high-school graduates, with 64 percent to 67 percent of their residents over the age of 25 having earned a high-school diploma.

Of these states, Mississippi had the nation's highest poverty rate for children under 18, about 33 percent, and all easily ranked among the worst-off 10, with at least 24 percent of their children living in poverty.

On the other end of the spectrum, Connecticut and Maryland ranked first and second among the states with the lowest child-poverty rates, at 10.4 percent and 10.9 percent, respectively.

And the two states placed second and fifth, respectively, in the proportion of residents over the age of 25 who had earned a bachelor's degree, each counting more than a quarter of their residents in these ranks.

Selected Economic and Social Characteristics Drawn From the 1990 Census

Residence	
Total Population	248,709,873
Percent urban	75.2%
Percent rural	24.8%
School Enrollment	
Persons 3 years and over enrolled in school	64,987,101
Preprimary school	4,503,285
Elementary or high school	42,566,788
Percent in private school	9.8%
College	17,917,028
Educational Attainment	
Persons 25 years and over	158,868,436
Less than 9th grade	16,502,211
9th to 12th grade, no diploma	22,841,507
High-school graduate	47,642,763
Some college, no degree	29,779,777
Associate degree	9,791,925
Bachelor's degree	20,832,567
Graduate or professional degree	11,477,686
Percent high-school graduate or higher	75.2%
Percent bachelor's degree or higher	20.3%
Nativity and Place of Birth	
Native population	228,942,557
Foreign-born population	19,767,316
Entered U.S. 1980 to 1990	8,663,627
Language Spoken at Home	
Persons 5 years and over	230,445,777
Language other than English	31,844,979
Spanish	17,345,064
Asian or Pacific Island language	4,471,621
Labor Force Status	
Persons 16 to 19 years	14,315,448
Not enrolled in school and not high-school graduate	1,605,494
Employed in armed forces	649,184
Unemployed	274,320
Not in labor force	681,990
Poverty Status in 1989	
Persons below poverty level	31,742,862
Percent all persons below poverty level	13.1%
Related children under 18 years	17.9%
Related children under 5 years	20.1%
Related children 5 to 17 years	17.0%
Percent all families below poverty level	10.0%
With related children under 18 years	14.9%
With related children under 5 years	18.3%
Percent female-householder families	31.1%
With related children under 18 years	42.3%
With related children under 5 years	57.4%

SOURCE: U.S. Census Bureau.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XI, Number 39 · June 17, 1992

© 1992 Editorial Projects in Education / $3.00

By All Measures:

The Debate Over Standards and Assessments

Mark Andersen

Some call it "common sense," others say it is "oversimplification." Some claim it would widen the educational-equity gap, others insist its purpose is precisely to bridge that chasm.

The movement toward national standards for student learning—and a national system of assessments that would gauge and, theoretically, enhance that learning—is dividing educators and policymakers even as it takes concrete form in legislation before the U.S. Congress.

In a special pullout Commentary section, beginning opposite page 22, 45 leading educators and policymakers present some of the compelling and contentious arguments for and against such a system.

Perot And Texas

Role in 1984 Reforms Offers Clues to Style

By Julie A. Miller

At the heart of Ross Perot's independent campaign for President is his appeal as a leader untainted by politics. But the Texas billionaire is hardly a neophyte in the public-policy arena.

ELECTION '92

In 1984, he ran a sophisticated political campaign—replete with consultants, news conferences, and staged events—that culminated in a merciless game of political hardball in the Texas Legislature.

The subject was education, and the result was one of the most comprehensive state school-reform laws ever enacted and what was then the largest tax increase in Texas history.

"The Texas education story is important, because it clearly shows Perot's style," Michael W. Kirst, a professor of education at Stanford University who worked on the reform plan as a consultant, said in an inter-

Continued on Page 32

AP/Wide World

Ross Perot with Blair Preble, 7, in Las Vegas. Nevadans have gathered enough signatures to place Mr. Perot's name on the state's Presidential ballot.

2 Lawsuits Seek State Vouchers For Poor Youths

L.A., Chicago Schools Inadequate, Parents Say

By Mark Walsh

A conservative advocacy group took another step last week in its national litigation strategy to push parental choice in education by announcing lawsuits demanding that groups of low-income parents and children in Chicago and Los Angeles receive state vouchers for private-school tuition.

In suits filed in Illinois and California state courts, the parents and children argue that the local public schools are unconstitutional because they offer an education that is inadequate, unsafe, and lacking in parental control and involvement.

The suits were organized by the Institute for Justice, a Washington-based organization.

"These people do not really enjoy access to the American dream—they do not enjoy the opportunity to send their children to a safe, decent school," Clint Bolick, the vice president and litigation director for the institute, said at a news conference in Washington.

The lawsuits cite various provisions of the state constitutions and the U.S. Constitution in seeking rulings that would allow the children to leave the public-school system and take their share of state education funding with them.

The Chicago suit, for example, points out that the Illinois constitution requires the state to "provide for an efficient system of high-quality public educational institutions and services."

"By any objective measure, defendants have not provided" the Chicago pupils with "efficient or high-quality public educational institutions," the lawsuit argues. The appropriate remedy would be to allow the children to take their "pro rata" share of state education funding—currently about $2,500—and use it to enroll in private schools or other public schools, the suit contends.

An unusual aspect of the Chicago and Los

Continued on Page 19

School-Finance Suits Look Beyond Money To Issues of Quality

By Lonnie Harp

Even as lawsuits challenging the way states fund their schools rack up an unprecedented courtroom winning streak, some lawyers and educators are suggesting that the school-finance movement focus less on the issue of money and more on the quality of education itself.

Turning their attention from dollar signs to graduation lines, advocates for poor school districts are beginning to scrutinize program offerings and achievement measures as they search for the components of a fundamentally fair education system.

This idea calls for a shift from a drive for "equity"—reducing the spending disparities between schools in wealthy and poor

Continued on Page 28

For Children With 'No Decent Place,' Housing Woes Jeopardize Learning

By Deborah L. Cohen

When American schoolchildren learn the legends of their nation's leaders, they are certain to hear about how Abraham Lincoln grew up in a stark log cabin with a dirt floor and only the light of a candle to study by at night.

For many of those children, the struggle to learn amid daunting home conditions is more than a story out of a history book.

At least three million U.S. households live in housing considered deficient under federal guidelines. Such housing may, for example, lack ample heat and hot water, or pose lead and electrical hazards.

Compounding these problems for many youngsters are severely crowded conditions and neighborhood environments in which their sleep is disrupted by neighbors' quarrels, their peace of mind is disturbed by gunfire, and their safety is threatened by gangs and drug dealers.

"Here we are talking about school readiness when we have this really shocking circle of children who don't find it safe to move around their own neighborhood, and live in home conditions that might threaten them as well," said Ernest L. Boyer, the president of the Carnegie Foundation for the Advancement of Teaching. "If we don't define

Continued on Page 20

Two Decades After the Passage of Title IX, Fewer and Fewer Women Fill Coaches' Shoes

By Karen Diegmueller

Throughout her entire athletic career at Eau Gallie High School in Melbourne, Fla., Karen Kull never once had a woman coach for any of the four sports she played. Many of the male coaches she had were fine, some even tremendous, she says, but there was one male coach with whom she had a particularly galling experience.

"The man did not know how to coach girls," Ms. Kull, who was both a high-school and college all-American, recalled recently. "He tried to coach us as he would coach a boys' team, and it did not work. He was calling us losers, telling us we weren't worth anything."

"For guys, from what I understand, that would get them pumped up. Girls, on the other hand—and it wasn't just me—started taking that stuff personally," she said.

Ms. Kull's high-school experience is becoming the norm. Since the passage of Title IX of the federal Education Amendments Act 20 years ago this month, a whole generation of girls and young women has enjoyed opportunities to play sports unheard-

Continued on Page 23

Publication Schedule

With this issue, *Education Week* begins its summer publishing break. The next issue will be dated Aug. 5.

The display-advertising deadline for the Aug. 5 issue is Friday, July 24. The Marketplace deadline is Monday, July 27.

Weekly publication will resume with the Sept. 9 issue, which will include the Index to Volume XI and the 1992-93 Calendar of Events.

Also in the news

8 **Summer in the City**
Despite tight budgets, cities hope to keep youth job and recreation programs in place.

16 **Nowhere To Run**
Hundreds of exchange students from war-torn Yugoslavia are stranded here.

30 **Battle of the Bulge**
Overseas troop shifts are adding thousands of students to stateside schools.

IN SUMMARY

'G.I. Bill for Service'
The federal Commission on National and Community Service has awarded its first round of grants to 154 school-based and other service projects nationwide. **Page 5.**

Jobs for Teachers
Despite the country's continuing economic problems, a national longitudinal study depicts a relatively auspicious marketplace for teachers in most subject areas. **Page 5.**

Decentralizing Boston
The superintendent of the Boston school district has launched an effort that is expected to result in a plan to decentralize the system next fall. **Page 12.**

Guns and Violence
Former U.S. Surgeon General C. Everett Koop and the editor of a leading medical journal have called violence an "acute public-health emergency," especially for young black men and women. **Page 14.**

Race and Infant Mortality
Race plays an important role in the nation's infant-mortality rate, even among college-educated mothers, the results of a new study suggest. **Page 15.**

Insight on Inequities
Representatives at an unprecedented international seminar on urban school design in Baltimore this month talked of innovation and inequity. **Page 18.**

Debut in Delaware
Delaware officials are set to announce an unusual partnership to set standards in key subjects and to develop assessments to measure student performance against the standards. **Page 25.**

Ballot Box	**31**
Bilingual Education	**10**
Books	**35**
Commentary	**34 and 44**
Events	**36**
Federal File	**30**
Focus On: Students	**6**
Legislative Update	**26**
Letters	**35**
Marketplace	**38**
Partnerships	**17**
State Journal	**25**
Vocational Education	**12**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XI, Issue 39. (USPS# 599-870)

ACROSS THE NATION

STATES

California Court Overturns Ban On Disability Pay for Older Teachers

A state appeals court in California has ruled that a state law prohibiting disabled teachers over age 60 from collecting disability benefits violates federal prohibitions against age discrimination.

The case involves Naomi Smith, a teacher who was 64 when she was hit in the head by a kickball on a school playground in 1984. Her injuries prevented her from teaching for more than a year, and she had to retire after her sick leave ran out because California law limits disability benefits to people who become disabled under age 60.

Earlier this month, however, the Sixth District Court of Appeals in California said those age restrictions violate federal law because they amount to involuntary retirement.

In her lawsuit, Ms. Smith sought damages for lost salary and for the difference between retirement and disability benefits. Her lawyer said the teacher may also seek reinstatement to her job during settlement negotiations. ■

DISTRICTS

Judge Orders Tenn. District To Pay For Student's Psychiatric Care

A federal appeals court has ruled that a Tennessee school district must pay for a student's treatment in a psychiatric hospital where he was placed by his parents.

The May 29 ruling came in a case involving Jason Babbs, a teenager who, according to the suit, has a long history of emotional problems and academic failure. On entering the Knoxville County school system, the boy was evaluated for special-education services and found to be ineligible for such a program.

Unknown to his parents, however, the boy continued to have behaviorial problems in school. After learning that school officials were considering expelling Jason, the Babbs family withdrew him from school and placed him in a psychiatric hospital.

School officials contended that they were not required to pay for his care because Jason had been hospitalized for medical reasons.

A three-judge panel of the U.S. Court of Appeals for the Sixth Circuit said, however, that the school had failed to analyze the boy's needs thoroughly.

Moreover, the judges said, the federal statute "clearly embodies both academic instruction and a broad range of associated services traditionally grouped under the general rubric of 'treatment.' "

Lawyers for the school district said they plan to ask the full court to rehear the case.

■ **Two Milwaukee organizations last week announced a new school-choice program that will pay half of private-school tuition for children from low-income families.**

The Partnership for Educational Choice is modeled on the CHOICE Charitable Trust, a privately funded choice program in Indianapolis that has also been copied in San Antonio and Michigan.

The Milwaukee program was launched by the Lynde and Harry Bradley Foundation and Partners Advancing Values in Education, a local corporate partnership.

The Bradley Foundation pledged $500,000 a year for three years, which is expected to be matched or exceeded by other corporate and foundation donations.

Under the program, eligible low-income families who reside in the Milwaukee school district may apply for grants for one-half of private-school tuition, up to $1,000 annually per child.

Unlike the state-sponsored voucher program in Milwaukee, which applies only to nonsectarian private schools, the partnership program will extend to religiously sponsored schools.

■ **The president of the Austin, Tex., school board filed a lawsuit this month to have herself declared the district's budget officer and, therefore, in charge of preparing the school spending plan.**

In a suit filed in Travis County District Court, Beatriz de la Garza said that she, not the district's superintendent, should manage the district's budgeting.

The court action came after the board refused to change the district's budget policy and shift control to Ms. de la Garza. Local officials said they fear that the Texas Education Agency might step in to supervise the district if the dispute is not quickly resolved.

The lawsuit challenges board members and district administrators to prove why Ms. de la Garza should not be in charge of the Austin Independent School District's finances. Furthermore, the action asks the court to order the district's superintendent, Jim Hensley, to provide whatever information and help the board president requests.

■ **The city of Chicago will purchase and install metal detectors at any of the city's 74 public high schools and alternative schools, if requested to do so by principals and the local school governing councils,** Mayor Richard M. Daley announced this month.

Under the plan, the city would provide two doorway-style metal detectors for each school. The metal detectors cost $3,000 each and would be paid for with funds remaining in two accounts used to retire bonds, according to the Mayor's office.

Recent random searches in the schools by Chicago police have turned up, among other weapons, dozens of guns, hundreds of knives and razors, and cans of Mace, officials said.

In the past, school officials could request the loan of hand-held metal detectors, said Lauri Sanders, a spokesman for the district. About a half-dozen high schools and two elementary schools have purchased hand-held detectors of their own, she said.

■ **The New York Civil Liberties Union is expected to file a lawsuit this month against the New York City Board of Education over its recent decision to require that AIDS-prevention lessons place a greater emphasis on sexual abstinence than on condoms.**

The resolution, adopted last month by the board, requires all outside organizations and individuals taking part in the district's AIDS-education program to sign a statement saying they will provide only materials and lessons stating that sexual abstinence is the most effective means of avoiding the virus that causes AIDS. Melinda Abrams, a spokesman for the civil-liberties group, said the agreement violates the U.S. Constitution's protections of free speech.

She said the group is likely to file a lawsuit on behalf of several individuals and organizations later this month.

Last week, a spokesman for the district said there were no resolutions before the board to rescind the policy. ■

The Smell of Money

Garlic is prized for the zest it lends to many dishes. Now, for the schools of Gilroy, Calif., it will also put money in the bank.

Gilroy, a quiet Northern California town, is the self-proclaimed garlic capital of the world, home to an annual garlic festival and the nation's largest grower of the pungent seasoning. Don and Diane Christopher, the owners of that enterprise, have been active in an annual fund-raiser for high-school students and day-care facilities, but saw a need for the kids "in between."

So, they decided to take a well-known local restaurant they recently acquired, Garlic Aulx, and turn it into a nonprofit fund-raising center for Gilroy's 12 public and private schools.

The Christophers' recipe calls for one school to receive 100 percent of one month's profits from the restaurant.

Loel Barr

To add more spice to the soup, the restaurant's customers decide which school will receive each month's profits. Each dining check lists the names of four elementary schools eligible for the next month's profits. Once a school is chosen, says Diane Christopher, it can urge parents, staff members, and community residents to have a night on the town and raise funds for the school at the same time.

Those profits, Ms. Christopher says, now average $2,000 to $6,000, but could reach as high as $16,000 if business booms.

"We discuss fund use with principals to make sure the donations are used for academics, not a new sprinkler system for the football field," Ms. Christopher says.

When Brownell Elementary school was chosen to receive the profits for July, its principal, Richard Imler, sent newsletters to the parents of all 730 students, urging them to dine out.

"It's a great investment in the community," says Mr. Imler, who plans to use the profits to enhance his school's library and computer resources.

—S.K.G.

UPDATE

■ **City officials in Yonkers, N.Y., last week presented a federal judge with a plan designed to resolve the city's long-standing school- and housing-desegregation case.** *(See Education Week, April 22, 1992.)*

But resistance by one of the plaintiffs in the case, the local chapter of the National Association for the Advancement of Colored People, appeared to lessen the chances that the plan will be accepted by Judge Leonard B. Sand of the Federal District Court in Manhattan.

Local N.A.A.C.P. officials initially agreed to the city's plan, but withdrew their support early this month because, they said, it does not provide enough long-term, low-income housing and had not received the backing it needs from cooperative-apartment boards and condominium owners.

Robert Weber, the press secretary for Mayor Terence M. Zaleski, last week said the city was continuing its negotiations with the N.A.A.C.P. on the city council-approved plan, which calls for 709 units of low- and moderate-income, owner-occupied housing to be built in existing condominiums and cooperative apartments.

School officials already have desegregated the district's schools as a result of the 12-year-old case, in which city and school officials were found to be working in tandem to perpetuate the segregation of neighborhoods and schools.

■ **The Roman Catholic bishop of the Fort Wayne-South Bend, Ind., diocese has announced he will no longer recognize or meet with the local Catholic school teachers' union.**

The surprise—and apparently unprecedented—announcement late last month by Bishop John M. D'Arcy "shocked" the teachers who were anticipating a negotiating session the same day with diocesan officials, said Mike Thompson, the president of the union, Community Alliance for Teachers in Catholic High Schools.

Instead of negotiating with a union, Bishop D'Arcy said he will form an advisory council to be composed equally of teachers appointed by him and teachers elected by the union.

"Our frustration is that the church has long championed the rights of the union," Mr. Thompson said. "Now [Bishop D'Arcy] is taking this away from us."

The teachers, who have not yet formulated a response to the announcement, have had an ongoing dispute with the bishop. The high-school teachers are in their third year of working without a contract. *(See Education Week, Feb. 12, 1992.)*

A statement issued by the diocese said that Bishop D'Arcy made the decision after an "extended study" he conducted involving legal and religious experts, including other bishops.

John J. Reilly, the president of the National Association of Catholic School Teachers who had waged a national campaign on behalf of the Indiana teachers, last week called Bishop D'Arcy's decision a "disaster."

"It's union-busting . . . pure and simple," Mr. Reilly said.

One Room, 159 Years.

Tom Herde/The Boston Globe

In Franklin, Mass., Jessica Spotts decorates the blackboard of what is believed to be the nation's oldest one-room schoolhouse still in use.

■ **John Dickinson, a California teacher who spent six months in a military prison for refusing to serve with his Air Force Reserve unit in the Persian Gulf war, will be allowed to keep his teaching credentials.** *(See Education Week, April 8, 1992.)*

A committee of the California Commission on Teacher Credentialing late last month closed Mr. Dickinson's case, which means he will not be sanctioned for his military offense. The committee could have recommended revocation of his license on grounds of "moral turpitude."

Early last month, the American Civil Liberties Union, which represented Mr. Dickinson, sent the committee a brief that included 400 letters of support from a broad array of backers, among them a large majority of Mr. Dickinson's colleagues at the Santa Ana elementary school where he teaches 5th grade.

The committee closed the case after reviewing it during a three-day hearing in late May.

■ **The District of Columbia school board is expected this month to approve a measure that will require students to complete a semester in algebra in order to graduate.**

The proposal, which was announced by Superintendent Franklin L. Smith last week, is one of a package of strengthened requirements for the district's 18,000 students. Mr. Smith also called for adding a year of foreign language and a semester of geography to the curriculum.

The requirements would be phased in beginning in the fall.

The College Board has identified algebra and geometry as "gatekeeper" courses whose successful completion correlates with college admission and graduation, particularly for minority students.

Louisiana is thought to be the only state to require algebra for high-school graduation, but there is little agreement among educators there as to whether the requirement has improved academic performance or simply forced marginal students out of the state's system. *(See Education Week, June 5, 1991.)*

But districts nationwide, including the Dayton, Ohio, public schools, where Mr. Smith previously served as superintendent, have already imposed such requirements or are considering them in the hope of instilling academic discipline.

The Maryland State Board of Education, meanwhile, is expected to vote next month on a proposal to require the teaching of "algebra and geometry concepts" in all secondary-school mathematics courses.

■ **Boston school officials have agreed to settle a case brought by Latino parents who accused the district of systematically denying federally funded Chapter 1 services to thousands of limited-English-proficient students.** *(See Education Week, July 31, 1991.)*

The parents brought the class action last summer charging that, over all, 25 percent of students in the district received Chapter 1 compensatory services, while only 4.3 percent of L.E.P. students received such services.

Under the settlement, the district pledged to ensure equal access to the services for L.E.P. students, involve the plaintiffs in budget discussions for the program, provide both native-language and English-as-a-second-language Chapter 1 services, and issue an annual status report on the success of the effort.

Roger Rice, a lawyer representing the plaintiffs, said the settlement should result in "several millions of dollars" in additional funds for bilingual and E.S.L. students.

The agreement also notes that the district, which denies any deliberate discrimination, increased services to L.E.P. students this school year.

■ **Resistance from teachers has prompted Los Angeles Unified School District officials to abandon a proposal to shorten the school year and lengthen the school day to save money.**

The district's board agreed last week not to seek a state waiver to shorten the school year after a United Teachers of Los Angeles poll of 13,000 of its members showed that 80 percent oppose the idea.

Superintendent William A. Anton last month had proposed shortening the 180-day school year by 17 days and adding 30 to 40 minutes to each school day in an effort to save $160 million in staff and teachers' salaries and various other costs. *(See Education Week, May 27, 1992.)*

The board was expected to consider new budget cuts late last week in light of its decision not to try to alter the school year. ■

DIMENSIONS

School Lunches

During fiscal year 1991, an average of 24.2 million students participated each school day in the federal school-lunch program, according to data compiled by the Ways and Means Committee of the U.S House of Representatives.

During the year, some 4 billion lunches were served under the program, for a total cost to the federal government of $4.1 billion, the committee says, drawing on various reports submitted by the U.S. Department of Agriculture.

The data are contained in a mammoth volume of social-welfare statistics called the Green Book compiled annually by the committee since 1981.

According to the report, 92,200 schools nationwide participated in the program in 1991, and nearly 60 percent of the 42 million students enrolled in those schools participated in the program.

In that year, 42 percent of children in the program received free lunches, 8 percent received reduced-price lunches, and 50 percent paid full price.

The U.S.D.A. reported late last year that a growing percentage of students were receiving free or reduced-price lunches. *(See Education Week, Dec. 11, 1991.)*

The federal breakfast program, meanwhile, is much smaller, enrolling only some 4.4 million students a day.

Participation in the National School Lunch Program: 1981-91

Students Participating (in millions)

Fiscal Year	Free meals	Reduced-price meals	Full-price meals	Total	Federal costs (millions)
1981	10.6	1.9	13.3	25.8	$2,959.5
1983	10.3	1.5	11.2	23.0	2,828.6
1985	9.9	1.6	12.1	23.6	3,034.4
1987	10.0	1.6	12.4	24.0	3,245.6
1989	9.7	1.6	12.7	24.2	3,479.4
1991	10.3	1.8	12.1	24.2	4,072.9

SOURCE: House Ways and Means Committee

PEOPLE

■ A Connecticut educator has been named to head the troubled Chelsea, Mass., schools.

John Gawrys Jr., the superintendent of the Fairfield, Conn., schools, was named by Boston University officials to become the district's fourth superintendent in four years.

Mr. Gawrys succeeds Peter Greer, who resigned earlier this year to become headmaster of a private school in New Jersey.

In announcing the appointment, John Silber, the president of Boston University, said that Mr. Gawrys had committed himself to remain at least until the university's contract to manage the district expires in 1999.

■ **Alan E. Farstrup** has been named the new executive director of the International Reading Association.

Mr. Farstrup, the association's director of research and information services, has been its acting executive director since November 1991. ■

Corrections

The name of a union was incorrectly reported in a brief news item in the June 10, 1992, issue on a pending reorganization of the U.S. Education Department's office of postsecondary education. The correct name of the union is the Association of Federal Government Employees.

A story in the June 3, 1992, issue misstated fiscal requirements for Chapter 1 schoolwide projects. In order to continue such a project in the 1992-93 school year, a school must certify that state and local per-pupil spending in the school next year will equal funding for the school year now ending. ■

In Wake of L.A. Riots, Finding Money For Summer Jobs Seen as Top Priority

By Meg Sommerfeld

Employment and recreation programs for urban teenagers that saw their budgets slashed during the recession are getting more attention—and, in some cases, more money—in the wake of the Los Angeles riot.

Officials in eight cities said in interviews last week that, while local budgets for such programs are tight, they hope to keep services at levels comparable to last year.

The outlook for more aid from the federal government remains ciouded, however.

On June 5, a Congressional conference committee approved a $2-billion emergency urban-aid bill that included $675 million for summer jobs, an amount sufficient to potentially double the number of jobs available for teenagers.

Cities may have to wait for the aid because President Bush has said he will veto the bill. He had asked the Congress to allocate only $500 million for summer jobs.

If the aid stays tied up much longer, municipal officials warned last week, it will be tough for them to boost the number of teenagers with jobs this summer.

"Quite frankly, I think if this doesn't happen by the end of this week, we are facing major problems in getting this going," Walther Delgado, the associate commissioner of the New York City department of employment, said last week. His agency plans to start its summer-jobs program June 29.

"If additional allocations are going to be made for the summer youth-employment programs, Congress must move very quickly so that we can use those funds to benefit the youth to the maximum," added Susan Fincke, a spokesman for Chicago's summer-jobs program.

City officials said that getting the money on such short notice will give them little time to locate jobs and match them with teenagers.

Getting this money quickly is "the key complication," according to Mr. Delgado. "We want not only to provide the opportunity, but to provide good working opportunities," he said.

National Outlook

Nationally, the number of teenagers in the labor force is expected to fall for the third summer in a row, largely as a result of demographic changes and the economic downturn, according to the U.S. Bureau of Labor Statistics. The unemployment rate for 16- to 19-year-olds actively seeking employment was 20 percent in May.

City officials say they expect to see more teenagers coming to them for work because the recession has cut the number of such traditional private-sector summer jobs as lifeguarding or working in a fast-food restaurant.

In addition, many unemployed adults are competing for the same entry-level jobs as teenagers. "There are a lot of adults out there willing to work for less money," Ms. Fincke of Chicago said.

Gretchen Decker, a spokesman for Manpower Inc., a Milwaukee-based temporary-employment agency, observed that more and more highly qualified college graduates are seeking work at her firm.

Those teenagers who are able to land jobs this summer can also expect to gain less experience from them than in years past, experts said.

As cities place more emphasis on the volume of teenagers participating in jobs programs, the quality of the work experience tends to decline, said Laurie Levin, the field-services director at Public/Private Ventures, a Philadelphia-based policy-research organization.

"The length of time most students work gets shorter, the number of hours gets shorter, and what they do cannot possibly be as carefully constructed as when you have fewer children having a more intensive and enriched experience," she said.

Situation in Cities

The job market for teenagers and young adults will be particularly tough in New York City, where the number of 14- to 21-year- olds seeking summer employment through the city has increased by more than fivefold over the past two years.

To date, 48,000 youths have applied for the 30,000 positions available through the city's employment program. Of the 30,000 jobs, 27,500 are funded under the federal Job Training Partnership Act, which limits eligibility to low-income youths under 21.

Mayor David Dinkins has also promised that the city will pay for an additional 3,000 jobs. Recently, he called on the city's business community to either hire extra teengers and young adults or contribute money to a fund for summer jobs.

The New York City Partnership, a private business coalition, hopes to place 45,000 youths in summer jobs this year, about the same number as last summer. In 1990, the organization was able to fill 52,913 positions.

In Chicago, Mayor Richard Daley has said he hopes to provide 14,000 students with jobs this summer, the same number as last year, despite a 13.6 percent cut in federal jobs funding, according to Ms. Fincke. About 9,000 students are on a waiting list, also about the same as last year.

In Boston and in Tampa, Fla., larger numbers of students have applied for J.T.P.A. jobs compared with last summer. Officials in both cities expect to provide jobs for the same number of or fewer students than last year.

The summer-job outlook is somewhat brighter in Washington. One year after Mayor Sharon Pratt Kelly reduced the number of summer jobs from 14,000 to 7,500, the city will increase the number of positions to 12,500. Mayor Kelly pledged the additional $3.5 million needed to underwrite the increases in February.

To date, 15,000 teenagers and young adults have signed up, and 700 others are on a waiting list, according to J.D. Brown, the associate director of the city's office of youth-employment programs.

Recreation Programs

Municipal parks and recreation programs are also being paid closer attention in the wake of the Los Angeles riot.

In Los Angeles, 15 of the city's 55 pools were initially slated to be closed this summer, according to Al Goldfarb, a spokesman for the city's department of recreation and parks. The city now plans to keep all the pools open.

Recreational facilities were spared from the looting and fires during the riot, according to Mr. Goldfarb. "We're moving forward with plans to do what we generally do each summer," he said.

The situation is less clear in New York City, where the parks department endured a $40-million budget cut in 1991 and where staffing has been reduced by 40 percent over the past two years.

Of 35 planned day camps, only 10 will be open in neighborhoods where parents and community organizations have promised to provide financial support.

All of the city's 67 pools and 16 of its recreation centers will be open. Nine other centers will open with staff members provided by community organizations.

Like other cities, New York has also had to seek outside funding. The city's parks commissioner, Betsy Gotbaum, has raised more than $6 million over the past two years from foundations, corporations, and individuals to maintain services.

"We will provide more this summer," said Edward F. Raasch, the chief of recreation for the city's parks and recreation department. "Last summer was probably the most difficult. We were hit with vast layoffs and little time to really gear up."

In Houston, the business community is also supporting the local parks department. A local grocery-store chain has pledged to plant one million trees in the area.

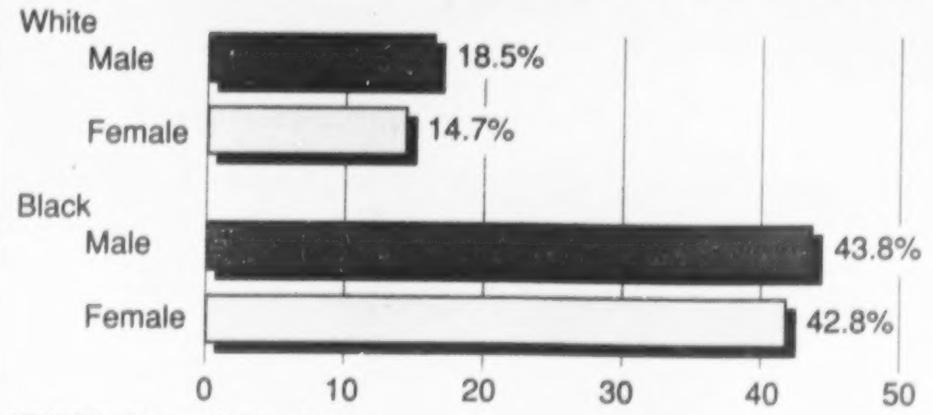
"They definitely fill the gaps where our funding is lacking," said Marilou A. Tehnet, a spokeswoman for the city's parks department.

This year, Houston plans to keep all of its 53 recreation centers, 334 parks, and 45 pools open, and will also increase some of its services. The department plans to serve 486,000 free lunches to low-income children at 238 sites, up from 189 sites last year.

The city of Portland, Ore., also plans to keep all of its facilities open, even though its budget has been cut "fairly significantly" over the past 10 years, said Richard J. Gunderson, the director of recreation in the city's bureau of parks and recreation.

A 50-cent surcharge on users of municipal golf courses has generated additional funding, and the department has also continued to increase its fees for some services, including swimming lessons and sports camps, that in the past have been free or of minimal cost.

Unemployment Among 16- to- 19-Year-Olds, By Race and Gender, May 1992



SOURCE: Bureau of Labor Statistics.

Summer Unemployment Among 16- to -19-Year-Olds, 1983-1992

	April %	May %	June %	July %
1983	23.4	22.8	24.0	22.8
1984	19.2	18.7	18.2	18.8
1985	17.5	18.5	18.5	20.2
1986	19.2	18.6	19.2	18.4
1987	17.3	17.4	16.5	15.8
1988	16.0	15.3	14.3	14.8
1989	14.7	14.8	15.8	14.3
1990	14.9	15.2	14.6	15.3
1991	18.2	18.9	19.0	19.9
1992	19.2	20.0	—	—

SOURCE: Bureau of Labor Statistics.

Ph.D.
For the Active Professional!

Complete your DOCTORATE in a self-paced, personalized program without interrupting current work patterns.
- Earn your **Ph.D.** in the fields of Human Services, Education, Administration/ Management, Health Services, or an **Ed.D.** in your field of specialization.
- Address significant issues in conjunction with your professional responsibilities.
- Work with nationally recognized faculty toward your doctorate.
- Accredited by North Central Association of Colleges and Schools.
- Prerequisite: Masters or equivalent

Call toll free 1-800-444-6795

WALDEN UNIVERSITY

☑ **Yes, Please send a catalog**

NAME ______

______

ADDRESS ______

______

CITY ______

STATE ______

ZIP ______

PHONE (   ) ______

______

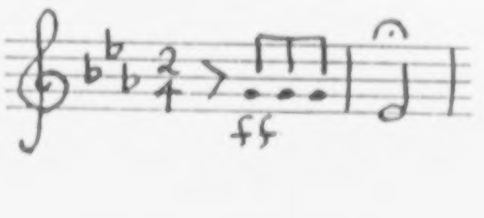
Mail to:
Walden University
Process center
801 Anchor Rd. Drive,
Naples, FL 33940

E

415 First Ave. N., Minneapolis, MN 55401 • 801 Anchor Rd. Drive, Naples, FL 33940

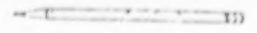
MASTERPIECES OF SIMPLICITY

$E = mc^2$



know thyself

WINDSOR



ZERO

COLD NUCLEAR FUSION?!

Many of the great developments in human progress were great because they were simple.

The wheel, Einstein's theory, Beethoven's 5th, the pencil, the Apple II, were simple, and masterpieces. HARTS SYSTEMS LTD. designed **The Windsor School Administration System** to be simple. It must handle your school's needs of scheduling, attendance and grade reporting. But it must simplify these jobs, not complicate them.

Windsor using MS-DOS is the simplest and the least expensive school administration system available.

We think **Windsor** is a masterpiece.

If you want to be convinced, ask for our free Presentation Disk.

HARTS SYSTEMS LTD.
104-1525 West 8th Ave.
Vancouver, B.C., Canada V6J IT5
(604) 734-1119
FAX: (604) 734-9144

Looking Beyond Money, Finance Suits Beginning To Focus More on 'Adequacy'

Continued from Page 1

areas—to "adequacy"—ensuring that the schools can provide each child with an opportunity for success in life.

Put another way, the adequacy movement demands that states provide schools the resources needed to meet the education standards the states themselves have set.

Equity-based challenges continue to predominate among the more than two dozen school-finance lawsuits currently pending in state courts. But suits emphasizing adequacy have been filed in Alabama, Connecticut, Louisiana, and Oklahoma. And an Illinois panel this spring discussed setting an adequacy standard for school funding, which it defined as ensuring that all districts in the state have about $4,000 per student to spend. *(See Education Week, April 22, 1992.)*

Some see the emergence of the adequacy strategy as a natural spinoff of the vigorous school-finance debate, as well as a connecting point to a variety of national-standards and assessment-reform efforts and larger state issues.

But others warn that it is a risky legal strategy that may endanger the momentum of school-finance litigation or even mark a retreat from the notion that all children deserve an equal schooling.

Constitutional Ambiguity

The distinction between equity and adequacy reflects the largely abstract notions on which school-finance lawsuits are decided in the courts.

The ambiguities begin with language in the state constitutions. Founding documents impose some sort of educational responsibility on the legislatures, clauses variously charge state lawmakers with ensuring "efficient," "thorough," or "sufficient" schooling. Some states' constitutions contain even more vaguely worded mandates.

In seeking to define those requirements in practice, judges in a number of states have concluded that lawmakers owe children relatively equal access to public funds, as well as an education that will prepare them for citizenship, work, and the pursuit of happiness.

One of the most specific findings, and a pioneer in development of the adequacy concept, was provided by the West Virginia Supreme Court in 1979. In addition to ordering a new distribution formula for state education funds, the court went on to explain that the framers of the state constitution envisioned a school system that produced students proficient in communication and decisionmaking; able to understand and interpret current events, health information, and the arts; and prepared to compete for jobs or to move on to further schooling or training.

The wave of lawsuits that began to pick up steam in the late 1980's has until recently focused on funding alone, however.

Beginning with supreme-court decisions in Kentucky, Montana, and Texas in 1989, courts have concluded that states neglected their duty to ensure equal funding and ordered sweeping remedies.

School-finance cases based on equity challenges have since won in New Jersey, twice more in Texas, and in lower courts in Kansas, Minnesota, and Tennessee.

But while the equity wins mount, researchers, educators, and lawyers are devoting renewed attention to the ingredients of an adequate education.

Influential in Court

Supporters argue that cases focusing on the adequacy of a state school system are potentially more influential in court and more manageable for legislators.

Several observers noted that state efforts that followed the landmark 1983 report, "A Nation at Risk," detailed a host of school reforms, program improvements, and accreditation standards that are financially out of the reach of many districts. When pegged to such state expectations, the analysts suggested, adequacy claims gain a solid foundation.

Thomas Victor

"Equality is the only proper standard," says Jonathan Kozol, the author of *Savage Inequalities*. ". . . By accepting adequacy as a standard, you are accepting a caste system."

"You have to be able to translate money into education programs," said Helen Hershkoff, the associate legal director for the American Civil Liberties Union, which is backing school-finance lawsuits in Alabama, Connecticut, and Louisiana that emphasize adequacy issues.

"In our lawsuits, we raise equity as well, but it is very important to combine fiscal equity with adequacy," Ms. Hershkoff said. "In Alabama, we're arguing for the state's own standards. The litigation is very democratic at its base because we're using regulations and standards the state itself has developed."

Perhaps the most important pending adequacy case is in Oklahoma, where lawyers expect to argue the first finance lawsuit based solely on school adequacy and state standards in court late this year.

Lawyers for 40 of the state's largest districts acknowledged that they were forced to take the unique tack following an earlier decision by the state supreme court that gutted an equity challenge. But they added that their groundbreaking effort, if successful, will encourage similar strategies in other states.

"You can get into quite an argument over how to define adequacy, but there's quite a bit of language in the legislature's bills on what kind of school system they want to create," said Mark Grossman, a lawyer for the Oklahoma districts. "In terms of the goals the legislature is trying to achieve—they speak in terms of an excellent education—we're aiming that high. In terms of national norms, we are trying to bring it up to something near the average."

Meeting State Standards

The Oklahoma case questions whether the state's school-finance system allows many of its school districts to meet class-size and curriculum mandates. A suburban Oklahoma City district recently estimated that a seven-year, $13-million upgrade would be required to comply with all the standards included in a 1990 reform law. A state task force has set even higher expectations that include expanding programs ranging from school technology to preschools.

In building the adequacy case, the Oklahoma districts have hired consultants to pour through a variety of state data ranging from course offerings and test scores to teacher pay. In addition to comparisons from district to district, the case also will contrast performance and resources in Oklahoma districts with those in neighboring states and nationwide.

While preparation for the adequacy case may be more intensive than for an equity case, Mr. Grossman said, the results may be more convincing for the court and more informative for state officials.

"It would be easier for the court to rationalize inequities if you can't show the inadequacies," Mr. Grossman said.

"All things being equal, arguing equity is a much less complex task, but that's not to say adequacy can't be shown," said R. Craig Wood, the chairman of the education-leadership department at the University of Florida and a consultant to the Oklahoma districts. "There is a connection between a lack of money and inadequate districts."

Further, in weighing the two approaches, some observers note practical advantages to adequacy cases.

"Of the two, minimum-standards arguments do not invite the swarm of logistical, theoretical, and political difficulties that equity arguments do, and thus show greater promise for successful litigation," according to Molly McUsic, formerly of the Arizona Center for Law in the Public Interest.

In a 1991 article for the *Harvard Journal on Legislation*, Ms. McUsic, now a clerk for U.S. Supreme Court Justice Harry A. Blackmun, noted that adequacy cases are less likely to spark complaints about usurpation of local control and judicial intrusion.

The new focus on performance measures and classroom factors would also carry more weight, Ms. McUsic argued. "They reflect citizen interests more accurately than input measures," she wrote.

'A Terrible Retreat'

But other finance experts warn against rushing to embrace the adequacy strategy, particularly in light of recent successes based on equity.

"You would do well to stifle the issues of adequacy and go for disparities, because that's the pre-eminent issue," said Kern Alexander, a professor at Virginia Polytechnic and State University who has testified as an expert witness in several school-finance cases. "Adequacy is in the eye of the beholder. It's an issue you want to stay away from unless you have a poor state."

Mr. Alexander, who is working with the poor school districts in Alabama, recommended that adequacy remain a secondary issue. He said it was brought up in the Kentucky and Tennessee cases both to bolster the equity case and, by exposing glaring deficiencies, to argue against any legislative solution that would simply reshuffle existing funds.

"It is important that you make the case for leveling up, and that forces you into an adequacy argument that may be destructive because you don't want to measure what's minimally adequate," he said. "The court must be concerned about equal access to the resources of the state."

Some argue more vehemently that the adequacy strategy is unwise.

"Equality is the only proper standard," said the author Jonathan Kozol, whose recent book, *Savage Inequalities*, focused on the human side of school-funding disparities.

"I have grave concerns about cases based on adequacy," Mr. Kozol said. "It is an unwise direction unless it is tightly linked to the equality question. To separate them strikes me as a terrible retreat."

In asking the state to meet an adequacy standard, Mr. Kozol said, educators would be opting for a minimum state public-school program and a continued gulf in opportunity.

"To a large degree, what is said to be adequate for the poor is determined by the rich," Mr. Kozol argued. "It's decided usually in accord with our opinion of what their usefulness is to us. It's much like the arguments you hear from business leaders who say the success of education is in providing the workers they need, not the future managers that would compete with their kids."

"By accepting adequacy as a standard, you are accepting a caste system," he added.

For the Defense

The defenses mounted by states in court against finance challenges also have been a factor in the growing interest in the adequacy issue.

Observers said that, despite the recent school-finance wins, lawyers and educators pressing lawsuits have been vexed by still-unanswered questions about the relationship between money and results in the public schools.

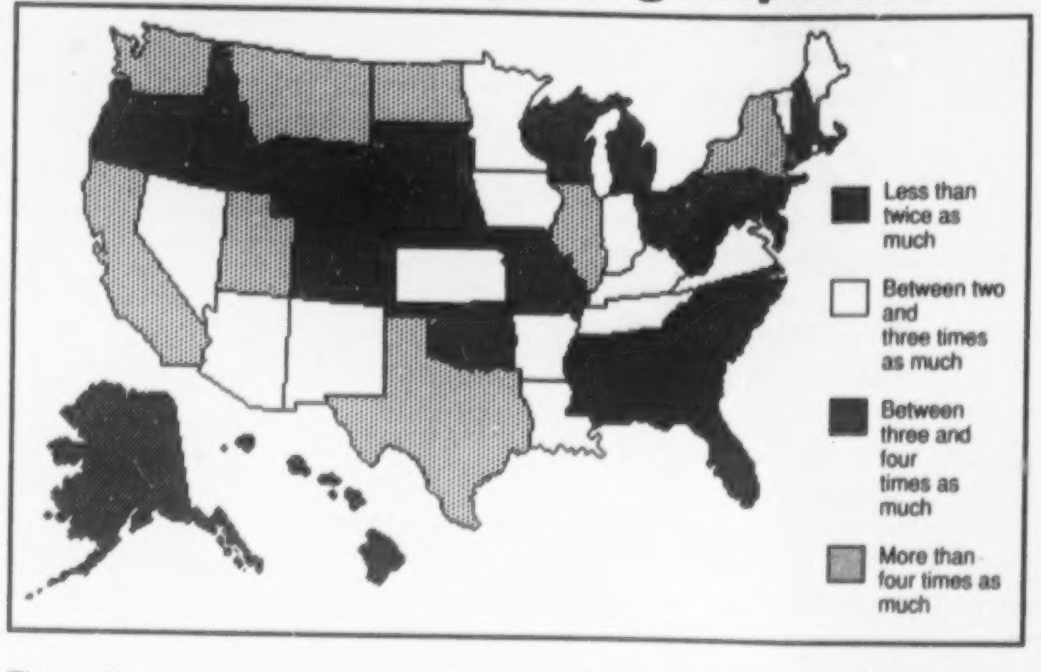
Mr. Alexander and others said their reluctance to elevate the adequacy issue comes partly because it has been an issue on which state defendants have scored some points.

"I would say that 50 percent of the questions the defense will ask will have to do with adequacy," he said. "But in the past, plaintiffs would seek to avoid it as much as possible."

"Districts are being pulled that way by the defense," said G. Alan Hickrod, the director of the Center for the Study of Educational Finance at Illinois State University. "They always

Continued on Following Page

States' School-Spending Disparities


Less than twice as much
Between two and three times as much
Between three and four times as much
More than four times as much

The gulf between the wealthiest and poorest school districts, based on per-pupil expenditures, varies greatly from Delaware, where the wealthiest district spends 1.43 times as much as the poorest, to Texas, where the difference is more than 6.75 times. Actual per-pupil funding levels for districts with at least 50 students range from $22,329 in the North Slope Borough school district in Alaska to $1,975 in the Fortine Elementary school district in Montana. State officials note that funding levels cannot accurately be compared among states, since different factors are used to determine per-pupil funding.

State	High Spending	Low Spending
Alabama	$ 4,773	$2,656
Alaska	$22,329	$5,605
Arizona	$ 8,023	$2,714
Arkansas	$ 5,843	$2,081
California	$11,740*	$2,692*
Colorado	$13,617	$3,740
Connecticut	$ 9,823*	$5,051*
Delaware	$ 6,106*	$4,324*
Florida	$ 5,489*	$3,836*
Georgia	$ 5,246	$2,660
Hawaii	$ 5,337	$5,337
Idaho	$ 7,806	$2,133
Illinois	$14,316	$2,253
Indiana	$ 8,084*	$3,090*
Iowa	$ 7,478*	$3,668*
Kansas	$ 5,830*	$2,609*
Kentucky	$ 5,018*	$2,422*
Louisiana	$ 5,717	$2,714
Maine	$ 7,860	$2,674
Maryland	$ 7,213	$4,284
Massachusetts	$ 8,634	$2,817
Michigan	$ 8,407	$2,491
Minnesota	$10,200*	$3,470*
Mississippi	$ 4,800	$2,506
Missouri	$ 8,336	$2,388
Montana	$10,495*	$1,975*
Nebraska	$10,534	$2,985
Nevada	$10,794	$4,068
New Hampshire	$ 9,554*	$2,899*
New Jersey	$11,820	$3,074
New Mexico	$ 6,067*	$2,544*
New York	$19,238*	$3,127*
North Carolina	$ 5,480	$3,303
North Dakota	$11,743*	$2,086*
Ohio	$11,422*	$3,230*
Oklahoma	$ 9,869*	$2,738*
Oregon	$10,350*	$2,953*
Pennsylvania	$ 9,504	$3,148
Rhode Island	$10,232*	$5,078*
South Carolina	$ 5,045	$3,188
South Dakota	$ 7,426	$2,379
Tennessee	$ 5,163	$2,415
Texas	$14,514*	$2,150*
Utah	$10,252*	$2,504*
Vermont	$ 9,240	$3,399
Virginia	$ 8,371*	$3,700*
Washington	$14,229	$3,375
West Virginia	$ 5,440*	$3,552*
Wisconsin	$13,918*	$3,762*
Wyoming	$15,461	$4,384

* 1990-91 figures; others are for 1989-90.
SOURCE: State education departments.

Courts Set Back School-Finance Suits in Ill., Tenn.

By Lonnie Harp

Judges in Tennessee and Illinois have dismissed school-finance lawsuits, in both cases ruling that the legislature—and not the courts—was responsible for any changes.

Although the decisions were seen as setbacks for the low-wealth-school-district plaintiffs in both states, the lawyers involved said they expected the cases to be appealed to each state's supreme court.

The Illinois dismissal last week was at the initial level of judicial consideration, in a county court. But the verdict in Tennessee was handed down this month by the state appeals court, which reversed a chancery-court judge's ruling for the districts.

Tennessee: A Silver Lining?

Tennessee officials said they will now take their case to a state supreme court that has an activist reputation. The appeals court's decision also may allow the high court to rule by early next year, before the legislature adjourns its 1993 session.

"This might be a silver lining," said Bill Emerson, the superintendent of the Crockett County schools and chairman of the Tennessee Small School Systems, a group of 75 districts challenging the current finance system.

The appeals court ruled 2 to 1 that the case did not prove discrimination and, therefore, did not warrant court intervention. "Except for vindication of constitutional and-or statutory rights, the courts are not at liberty to determine matters of political or governmental policy," Appeals Court Judge Henry Todd wrote.

In dissent, Judge Samuel Lewis said the trial demonstrated disparities in areas ranging from laboratories to music courses.

In light of the success of other recent school-finance challenges, State Attorney General Charles W. Burson said he was pleased with the court's decision."The court was careful to point out the dangers of blindly following the developments in other states; instead, we must focus on the language of our own constitution, laws, and conditions," he said.

Leaders of the low-wealth districts noted that their case has already prodded the legislature this year into adopting school reforms and a new finance formula. But only $113 million of the state's $2-billion education budget is distributed under the new, more equalized formula, and Mr. Emerson said he doubts state leaders would look out for the interests of the small schools if the lawsuit fails.

"The urban interests are in control of the legislature," he said. "We need the courts on our side."

Illinois: No Second-Guessing

In Illinois, Cook County Judge Thomas J. O'Brien granted a state motion to dismiss the finance case and said that the state constitution and deliberations of a 1970 constitutional convention made clear that equal school funding was not guaranteed.

"It is not the business of the courts to second-guess the judgment of the legislature," he wrote.

Observers said the strong ruling dealt a setback to the school districts' case, and will heighten the importance of a constitutional amendment on the ballot this fall that would strengthen the state's school-funding responsibility.

While the case is expected to reach the state supreme court, observers noted, districts also will more closely watch the work of the legislature, which has formed a task force on finance reforms.

The finance issue remains critical in Illinois, where per-pupil spending varied from $2,253 to $14,316 in 1989-90.

"The tremendous disparity in funding per pupil still exists," noted State Superintendent of Education Robert Leininger.

Continued from Preceding Page

make the argument that money isn't the only thing that matters."

Mr. Hickrod argued that defense lawyers can use the adequacy issue to cloud equity claims because it is such a difficult concept to define.

"What is missing is some 'external' or 'absolute' standard for adequacy or inadequacy," he concluded in a report. "There have been attempts to create such an external criterion by panels of experts and by using data at the national level, but nothing has yet as widespread acceptance."

"We may be a little ahead of the technology," said John Augenblick, a Denver-based school-finance consultant. "This is a natural evolution of the process, but when you talk about performance at this stage in the game, remember that not everyone has agreed on what kids are supposed to be able to accomplish."

Link to Reforms

Although research may be lagging, observers suggest that the national education goals and ongoing overhauls of standards and assessment may lend steam to the adequacy focus as a way of linking school finance to the national reform picture.

"Adequacy is always an idea whose time has never come, but now we're staring it right in the face," said Allen Odden, the director of the Consortium for Policy Research in Education's finance center at the University of Southern California. "You need, at some point, to know what are the overall school programs that we need, and what is the price tag."

Research on the cost-effectiveness of education programs, how schools spend their budgets, and new ways to test students should help nurture adequacy issues that were previously considered unwieldy, observers said.

"In the past, people shied away from this because they were reluctant to get into the equality of outcomes based on test scores," Mr. Odden said. "Now, we're willing to begin tackling that head on."

"We're not centuries away from producing better outcomes," he added, "but unless people raise the issue, we will never address it as we need to."

Development of the adequacy issue also might help state leaders make more rational funding decisions, according to Chris Pipho, who oversees state relations for the Education Commission of the States.

"You need, at some point, to know what are the overall school programs that we need, and what is the price tag," Allen Odden of the University of Southern California says.

'Money Makes a Difference'

Mr. Augenblick contended that, while the adequacy issue might make interesting fodder for policymakers and researchers, it probably does not belong in court.

"This fits in with the school-improvement approach people are taking, but you don't ever want to end up where you define what the resources are other than money, because that runs roughshod over issues of local control," he said. "We should leave that up to districts and schools to decide."

"Plus, more and more, governors and legislators are pulling away from the idea that they know what the best inputs are," he added. "It's actually become a sub-local issue."

Advocates of adequacy cases argue, however, that the issue can not be put to rest so easily.

"I don't think adequacy is a nebulous issue," said Ms. Hershkoff of the A.C.L.U. "Most states have developed standards to define some basic education, and a court can enforce those rules and regulations."

"It seems to me that, if we cannot say what an adequate education is, taxpayers ought to be pretty concerned," she added.

Given the ambiguities at work in any school-finance case, Mr. Grossman, the Oklahoma City lawyer, predicted that the adequacy strategy could be persuasive in court.

"Before, you were trying to determine what is meant by equitable or equal," he said. "Now, we're trying to determine what is meant by adequacy. There is not a lot of research out there, so we are all operating on presumptions that money makes a difference."

Billy D. Walker, a veteran of Texas' school-finance debate, said districts will likely not be satisfied unless states settle both issues.

"People aren't looking at this just to be litigious," said Mr. Walker, the executive director of the Texas Association of School Boards. "It has to do with leveling down and, in Texas at least, looking at the long-term funding of education."

"Adequacy is an issue that has always taken a back seat to equity, and it ought to, but they do go hand in hand," he added. "A system that is equitable and inadequate is hardly any better for students than a system that's inequitable."

Grant Writing Seminars for Education

Teachers, find funding for your ideas by learning the steps for successful grant writing! A grant expert with 15 years K-12 education experience will train you, using a practical, "hands-on" style. For more information, or

to schedule a seminar in your area,

Call 813-787-8947

Price and Associates, P.O. Box 426, Ozona, Florida, 34660

This kid's parents call the ABCvoice Homework Infoline.

ABCvoice is the answer to increasing parental involvement in the education process and creating better students! With any touch-tone phone, callers can dial into the Homework Infoline and hear a complete rundown of daily class activities and assignments. The system can handle any number of callers at one time, 24 hrs a day!

- Students are better prepared to learn
- Higher achievement levels attainable
- Voice mailboxes available for teachers
- Easy for teachers to record messages
- Accepts student I.D. numbers to play recordings based on individual schedules
- Perfect project for PTOs & other groups

ABC voice

Call the demo line!
513-849-9191
For more info contact:
Versicom Corporation
316 Regency Ridge
Dayton, OH 45459
513-438-3700

Opportunities Abroad for

Teachers

Fulbright Teacher Exchange

Opportunities are available for college faculty and secondary school teachers who would like to exchange teaching positions with teachers in eastern or western Europe, Latin America, Africa, Canada, Russia and Ukraine. Elementary school positions are available in Canada and the U.K. To qualify you must be a U.S. citizen, have three years full-time teaching experience and be employed in a full-time academic position.

Application deadline is Oct. 15, 1992.

For more information and application material

Call (800) 726-0479 or write:
The Fulbright Teacher Exchange Program, Attn: EWA
600 Maryland Ave., S.W., Room 142, Washington, D.C. 20024

Sponsored by the U.S. Information Agency

IT'S ABOUT TIME

3rd Annual
Rocky Mountain
Outcome-Based
Education Conference

Creating a Climate for Restructuring Schools Through Outcome-Based Education

Restructuring is too important to leave to chance

- DR. SAMUEL BETANCES ● DR. JIM SWEENEY ● DR. TOM KELLY
- DR. WILLARD DAGGETT ● DR. P. C. WU ● MR. STEVE BARKLEY
- DR. BILL BANACH ● DR. J. TIMOTHY WATERS

Pre-Conference

School Communication Strategies

How to build staff and community support for change

June 30 - July 1, 2, 3, 1992 ● Greeley, Colorado

For information or registration form call
Shirley Henry-Lowe, F.L.I.T.E. 6
at 1-303-352-1543 ext. 232 or FAX
request to 1-303-353-2624.

FLITE 6
FUTURE LEARNING IN INDUSTRY, TECHNOLOGY AND EDUCATION

R4800-2

This Week's Forum: Page 44

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 1 · September 9, 1992

© 1992 Editorial Projects in Education / $3.00

AP/Wide World

At the Republican convention in Houston, Elizabeth Denson, 8, waits to hear President Bush accept his party's nomination. Convention coverage, pages 39-41.

Bush Stand on School Choice Is Seen Bolder

By Julie A. Miller

In 1988, school choice would not have appeared on very many people's lists of key Presidential campaign issues. Not a major topic of debate, it was just one item among many on the agenda of George Bush, who always discussed it in terms of encouraging parental choice among public schools.

Four years later, the notion of empowering parents to choose the schools their children attend by allowing them to spend public money at private schools has become the flagship of President Bush's education agenda. It is the education issue he mentions even in speeches that are not specifically about education.

ELECTION '92

Both Mr. Bush and Gov. Bill Clinton of Arkansas, who strongly opposes private school choice, noted their divergent positions on the issue in accepting their parties' nominations this summer.

Bush Administration officials maintain that the President's stance has

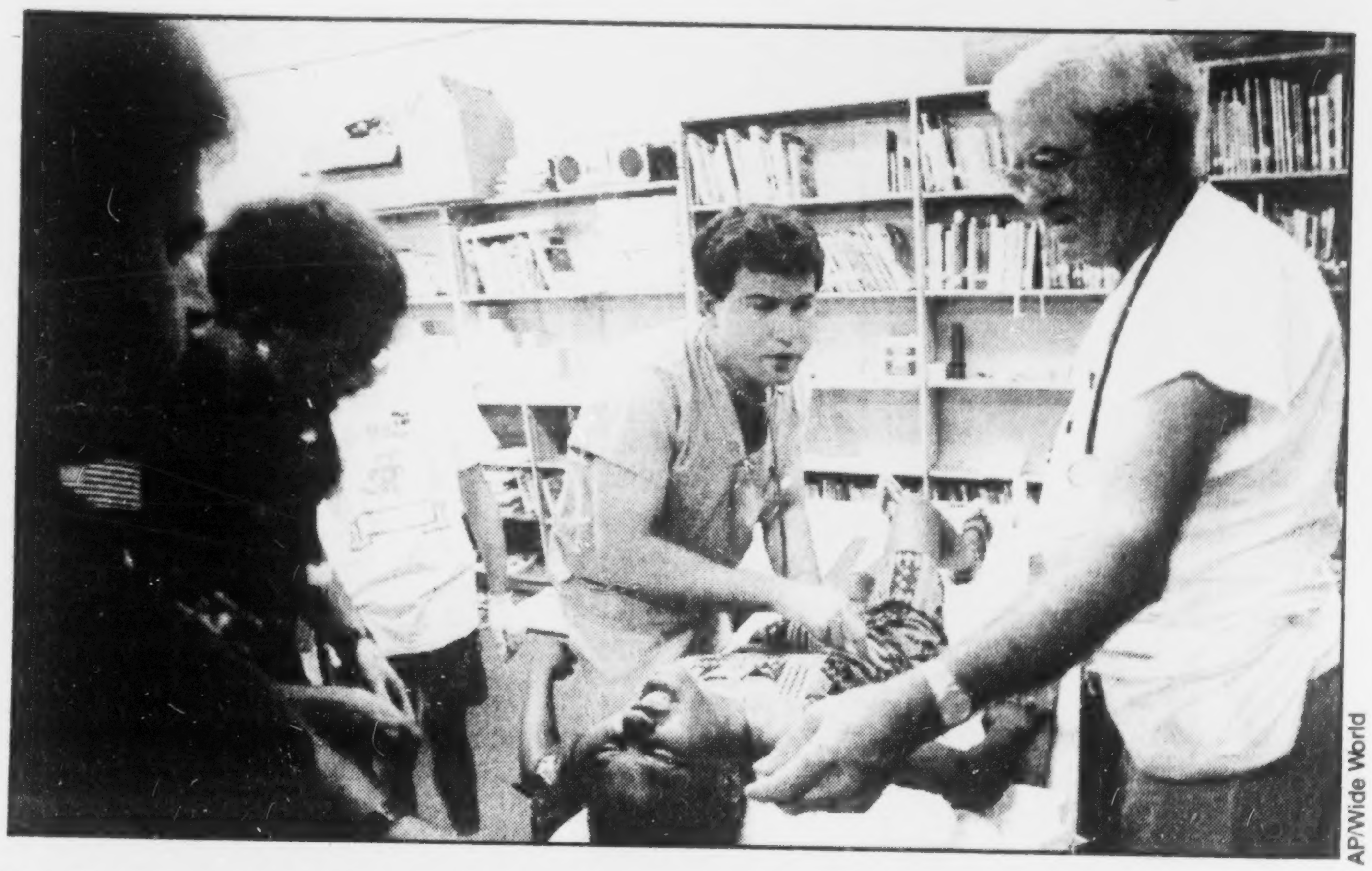
Continued on Page 39

Also in the news

24 **California Compromise**
The 64-day budget crisis ends as legislators and Gov. Pete Wilson come to terms on school finance.

Hurricane Deals Harsh Blow to Fla., La. Schools

By Karen Diegmueller and Mark Pitsch



AP/Wide World

The library at a middle school in the Homestead area of Dade County, Fla., is pressed into service as a field hospital in the wake of Hurricane Andrew.

Hurricane Andrew, the most destructive natural disaster in U.S. history, late last month delivered a knockout blow that wreaked hundreds of millions of dollars in damage on schools and displaced tens of thousands of students in Florida and Louisiana.

In Dade County, Fla., where an area roughly 20 by 20 miles was virtually flattened by the Aug. 24 storm, the opening of school has been delayed for at least two weeks until Sept. 14. School officials are devising a plan to reassign thousands of students—many of whom are homeless.

Students in some of the hardest-hit areas of Louisiana are expected to return to school this week; others returned last week.

In southern Dade County, "we are going to be operating under less-than-normal conditions for this school year," said Henry C. Fraind, the chief spokesman for the county's public schools.

In Morgan City, La., meanwhile, Anna Cunningham, a special-education aide, said last week that she had "just gotten myself together."

"We have really experienced something over the last week," she said. "Yesterday was the first day I did not cry, which is what you want to do every time you leave your driveway."

President Bush last week pledged that the federal government would pick up 100 percent—rather than the typical 75 percent—of the estimated $30 billion in cleanup and repair costs to public facilities

Continued on Page 22

Fed Up With Tinkering, Reformers Now Touting 'Systemic' Approach

By Lynn Olson

CINCINNATI—Vexed by the lack of success of school-reform efforts of the past decade, a growing group of scholars and lawmakers is arguing that the incoherent and fragmented nature of the initiatives may be part of the problem.

What is needed, they say, is "systemic reform."

Advocates of the new way of thinking note that education is funded and regulated by multiple layers of government and that there is little coordination among the numerous players who shape education policy at each level.

In retrospect, say the proponents—including policymakers and politicians at meetings this summer of the Education Commission of the States here and the National Governors' Association—the huge volume of programs and policies adopted during the 1980's exacerbated the fragmentation.

The solution, they say, is to rethink teaching, learning, and governance all at the same time. States need to develop learning goals for students, based on a broad public consensus, and then adopt policies on student assessments, instructional materials, teacher training and licensure, and funding that are aligned and coordinated.

Within such a framework, the advocates

Continued on Page 30

New York Embraces Old Idea From Britain In Developing New Way To Evaluate Schools

By Robert Rothman

Borrowing a 150-year-old school-improvement idea from Britain, New York State officials are developing a new method for evaluating schools' effectiveness.

In contrast to traditional evaluation methods, in which schools are judged on whether they meet state rules on such topics as class size and library holdings, the new system encourages them to monitor their own practices to determine if they match goals for student learning.

As a key part of the plan—modeled on the British "inspectorate" system—outside teams of educators and community members will periodically visit schools and intensively study the teaching and learning that takes place.

The project is set to be piloted in seven schools this fall.

The initiative is aimed at "holding a mirror" up to schools to enable them to ensure that students can achieve the higher standards for performance that the state is developing, according to David Green, a British education official hired by the state education department to help launch the project.

Continued on Page 31

Teachers in Detroit Strike Over Proposal For Flexible Schools

By Ann Bradley

Public schools in Detroit failed to open on time for the city's 170,000 students last week when members of the Detroit Federation of Teachers went on strike, contending that a series of proposals by the board of education to "empower" individual schools would destroy teachers' contractual protections.

The school district has been working for four years on the concept of giving individual schools much greater freedom. But it was the board's proposal to allow empowered schools to waive provisions of the teaching contract, without the approval of the teachers' federation, that prompted the strike, said John Elliott, the president of the union.

"In our opinion that would gut our contract in those schools," Mr. Elliott said. "We will not even allow that possibility."

The negotiations over a new contract have centered primarily on the empowerment program. The talks were continuing last week, despite the strike, with the assistance of a state mediator.

Both sides also disagree on some 60 other issues, including salaries, health insurance, and a proposal by the board to create "lead teachers" who would be paid as much as 25 percent more than regular classroom teachers for performing special duties.

Mr. Elliott said the union is "philosophically opposed" to paying some teachers more than others.

Continued on Page 21

IN SUMMARY

SAT Scores Up
The College Board reports that average verbal scores on the Scholastic Aptitude Test rose last year for the first time since 1985, and that average mathematics scores also increased. **Page 4.**

Middle School Reform
A progress report on a major effort to reform middle schools finds that states are making "uneven progress" in transforming schooling for young adolescents.
Page 5.

Whom Do You Trust?
Few Americans believe politicians at any level can solve the problems of the nation's schools, the annual Gallup Poll on education has found.
Page 5.

Decentralizing the A.F.T.
Following its own advice on the right way to govern things, the American Federation of Teachers plans to begin decentralizing the union itself.
Page 14.

Burying the Hatchet
The New Mexico state affiliates of the two national teachers' unions have agreed to declare a truce in their battles to represent teachers.
Page 15.

Ballot Box	**34**
Capital Update	**38**
Commentary	**42,43 and 56**
Federal File	**32**
Focus On: Curriculum	**6**
Letters	**43**
Marketplace	**45**
State Journal	**25**

Events and Index Supplement

A special pullout section listing education conferences for 1992-93 and containing the index to *Education Week*'s Volume XI.

Begins opposite page 28.

Cover illustration by Laura Costas.

FORUM

The National Association of Professional Educators

Statement on Page 44.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 1. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Spending on Education Up 5%, To $445 Billion, E.D. Finds

Total spending by all levels of government on education is expected to increase by 5 percent this year, to a total of $445 billion, the U.S. Education Department reported last week.

Over the past 10 years, the department found, education spending has increased by 40 percent after adjusting for inflation, and per-pupil spending on elementary and secondary education (including capital outlays and other expenses)—expected to be $6,300 in the 1992-93 school year—has increased by 35 percent during that period.

The department's annual back-to-school forecast also shows that enrollments, which have grown steadily in elementary schools over the past decade, are expected to increase in secondary schools this year for the first time since they peaked in the 1970's. In addition, the report shows, college enrollments are expected to reach a record 14.3 million in fall 1992.

The forecast also states that the number of K-12 teachers is also expected to increase this year, to 2.8 million, and that the rate of increase in the teacher population has surpassed the growth in enrollments. That finding suggests that the pupil-teacher ratio has shrunk over the past five years.

■ **In the 1991-92 school year, the average salary for teachers reached a record $34,213,** according to the American Federation of Teachers' annual salary survey.

That amount was 3.6 percent more than teachers were paid the year before—the smallest percentage increase in 27 years, the union said.

Since the 1980-81 school year, the average teacher salary has increased 95 percent, the report says. In 13 states, salaries improved more than 100 percent over that period.

Connecticut now has the highest average salary, at $47,510, while South Dakota has the lowest, $23,291.

Union leaders said the significant salary gains teachers enjoyed during the past decade are unlikely to continue, given the recession and difficult contract negotiations now under way across the nation.

They also argued that teachers are paid an average of $1,900 less today in current dollars than they were 20 years ago when their wages are adjusted for the experience level of the average teacher. Today, the average teacher has 15.4 years in the classroom, compared with 10.7 years in 1972.

However, the report shows that the average teacher salary now nearly equals the average $34,460 that assistant college professors are paid.

■ **"Pro-family" policies will miss the mark if they do not recognize and address the complex needs of nontraditional families,** according to a report by the Population Reference Bureau.

"Social legislation . . . narrowly designed to reinforce only one model of the American family is likely to be shortsighted and have unintended consequences of weakening, rather than strengthening, family ties," states the report issued by the private research group last month. It pulls together data documenting broad changes in family composition over the last few decades.

It notes, for example, that the marriage rate fell almost 30 percent between 1970 and 1990, while the divorce rate rose by nearly 40 percent; that more than half of all mothers with children in preschool were in the labor force in 1991, compared with one in five in 1960; that one in four babies is now born to an unmarried mother, up from one in 10 in 1970; and that about half of all children today are expected to spend some part of their childhood in a single-parent home.

While married couples with children "continue to be a prominent family pattern," the report says, the model of a breadwinner husband and a homemaker wife raising their own children is no longer dominant.

The report documents the prevalence of different types of families, including single-parent families, remarried couples, unmarried couples, stepfamilies, foster families, extended or multigeneration families, gay and lesbian couples, and the doubling-up of families within the same home.

"As blended families become the norm, the responsibilities of family members become more complex, more ambiguous, and more open to dispute," the report concludes.

Copies of the report, "New Realities of the American Family," are available for $8 each from the Population Reference Bureau, 1875 Connecticut Ave., N.W., Suite 520, Washington, D.C. 20002; telephone (202) 483-1100 or (800) 877-9881. ■

STATES

Statewide Study in Virginia Finds Unprepared College Students

Virginia's first statewide study to track high school students entering college has found that nearly one in seven during the last school year required remedial classes in mathematics, English, or reading.

Released last month by the state's council of higher education, the study tracked in-state high school graduates who attended 39 state-supported colleges and universities as freshmen for the school years 1989-90 and 1991-92.

Of the 23,999 students who went to college in 1991-92, 3,405, or more than 14 percent, required remedial courses, the survey found. While 14.5 percent of public school graduates required remediation, only 8.9 percent of private school students required remedial classes for that school year.

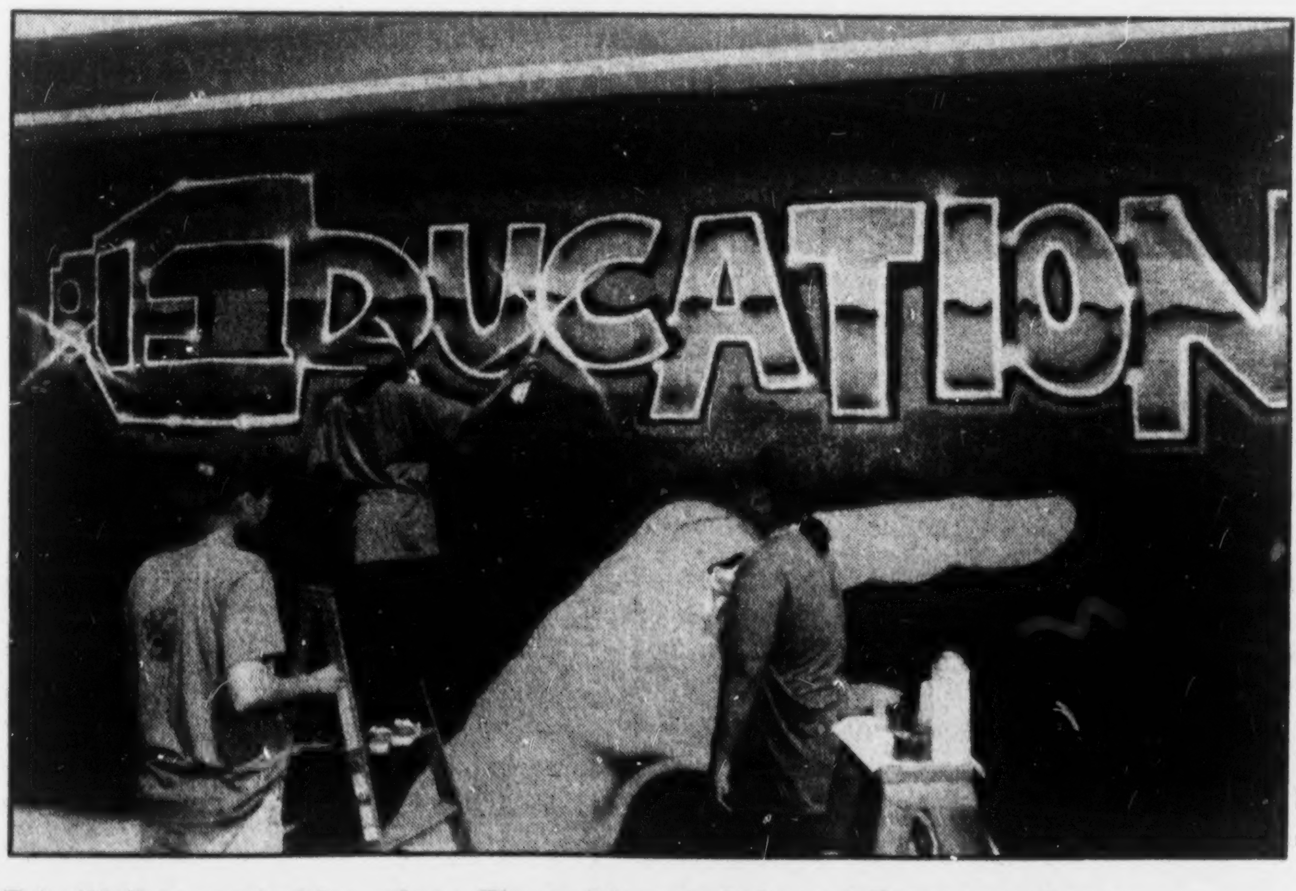
Virginia State University reported that 79 percent of its freshman students were taking remedial courses, the highest for any college studied.

The survey, created to inform high school administrators of student progress in college, was broken down by individual high schools, districts, and regions throughout the state.

Among other results, more than 86 percent of first-time freshmen returned to school for the spring semester, and the median freshman grade-point average was 2.38 on a 4-point scale.

The council will gather and distribute information on freshman performance annually, according to Jim Alessio, the council's associate director for research and information systems.

Paint Job



Jim Mendenhall/Los Angeles Times

Eric Walker, on ladder, gives Elmer Alvarez, left, and Francisco Garcia pointers on graffiti technique as part of a Los Angeles summer-jobs program to turn vandals into artists by paying them to create a series of 20 murals.

■ **Colorado 13-year-olds significantly outperformed their peers in the United States and six other nations in an international test of geography knowledge and skills.**

The 24-question test, conducted in 1991 by the Educational Testing Service, was administered to students in nine nations. The results of the international comparisons, which showed that 13-year-olds in the United States performed at the nine-nation average, were released in July.

To gauge the performance of its students, Colorado paid to administer the test to 6,449 students in 190 schools across the state.

The results showed that only students from Hungary outperformed Colorado students. In addition, only one in five 13-year-olds in the state was taking a separate geography course at the time of the assessment; they did not perform as well as students who were not enrolled in such a course.

However, the study found, most students said they studied geography topics "some" or "a lot" in other coursework, such as science or social studies. ■

DISTRICTS

Federal Judge Rules Age-Bias Law Not Applicable to Religious Schools

A federal law barring age discrimination in employment does not apply to teachers at religious schools, a federal judge has ruled.

U.S. District Judge Arthur D. Spatt of Uniondale, N.Y., ruled that applying the Age Discrimination in Employment Act to a teacher at a Roman Catholic high school would conflict with the First Amendment's religion clauses.

Guy DeMarco, a 49-year-old mathematics teacher at Holy Cross High School in a suburb of New York City, sued the school after his teaching contract was not renewed. He alleged that the school was discriminating against him based on his age, in violation of the A.D.E.A.

But applying the law to a religious institution such as Holy Cross "would give rise to serious constitutional questions and excessive church-state entanglements," Judge Spatt wrote in his July 17 opinion.

He noted that other federal courts have split over the question of whether the A.D.E.A. applies to religious institutions, but the judge found no Congressional intent to apply the law to churches or religious schools.

Judge Spatt said that requiring officials of a religious school to provide their reasoning for releasing an older employee "may subject its religious philosophy to governmental scrutiny."

■ **A federal judge in Texas has struck down a curfew on teenagers that was instituted last year by the Dallas City Council.**

Judge Jerry Buchmeyer of the U.S. District Court for the Northern District of Texas found that the law violated both the Texas Constitution's and the U.S. Constitution's guarantees of freedom of speech and association, among other protections, said Joe Cook, northern regional director of the A.C.L.U. of Texas.

The Aug. 10 ruling was the first since the A.C.L.U. filed suit against the ordinance in July 1991.

Approved by the council in June of that year, the Dallas curfew had never been enforced, Mr. Cook said, because of the pending lawsuit.

The curfew, prompted by a desire to curb crime, had barred teenagers under age 17 from the streets between 11 P.M. and 6 A.M. weekdays and from midnight to 6 A.M. on weekends.

"I think the message [the ruling] sends is that young people have rights and parents have rights that can only be taken away if there are compelling state interests," Mr. Cook said.

Apparently responding to the court ruling on the Dallas curfew, the Fort Worth City Council voted 7 to 2 on Aug. 25 to cancel its own curfew on teenagers, which had been put in place in March, Mr. Cook said.

■ **The New York City Board of Education has angered many volunteer groups that provide AIDS-prevention sessions in the city's schools by adopting a policy requiring them to agree in writing to stress abstinence over other methods of preventing the spread of the disease.**

The board, which approved the new policy in principle in May, finalized the requirement on a 4-to-1 vote in what was described as a hastily called session late last month.

Schools Chancellor Joseph A. Fernandez, who opposes the requirement and favors a more explicit AIDS curriculum, was on vacation at the time, as were two board members known to oppose the pledge.

Mr. Fernandez dubbed the new requirement a "loyalty oath."

The resolution adopted in May required Mr. Fernandez to draft such an oath, but four board members who opposed the chancellor's plans to implement an explicit AIDS-related curriculum were unhappy with his initial efforts.

Ninfa Segarra, a board member from the Bronx who voted in favor of the new oath, said that it simply brings the board's policies into line with state regulations.

More than 40 of the roughly 200 groups that provide AIDS-education volunteers in the schools have already refused to sign the pledge, and others are expected to follow suit, said Terry Lewis, a spokeswoman for the AIDS and Adolescent Network, an umbrella organization of community groups.

Meanwhile, the city's health commissioner, Margaret A. Hamburg, acting with the support of Mayor David N. Dinkins, denounced the pledge requirement as "abhorrent." ■

DIMENSIONS

Computers in Schools

The number of microcomputers installed in the nation's elementary and secondary schools topped 2.5 million for the first time in the 1991-92 school year, according to a marketing survey.

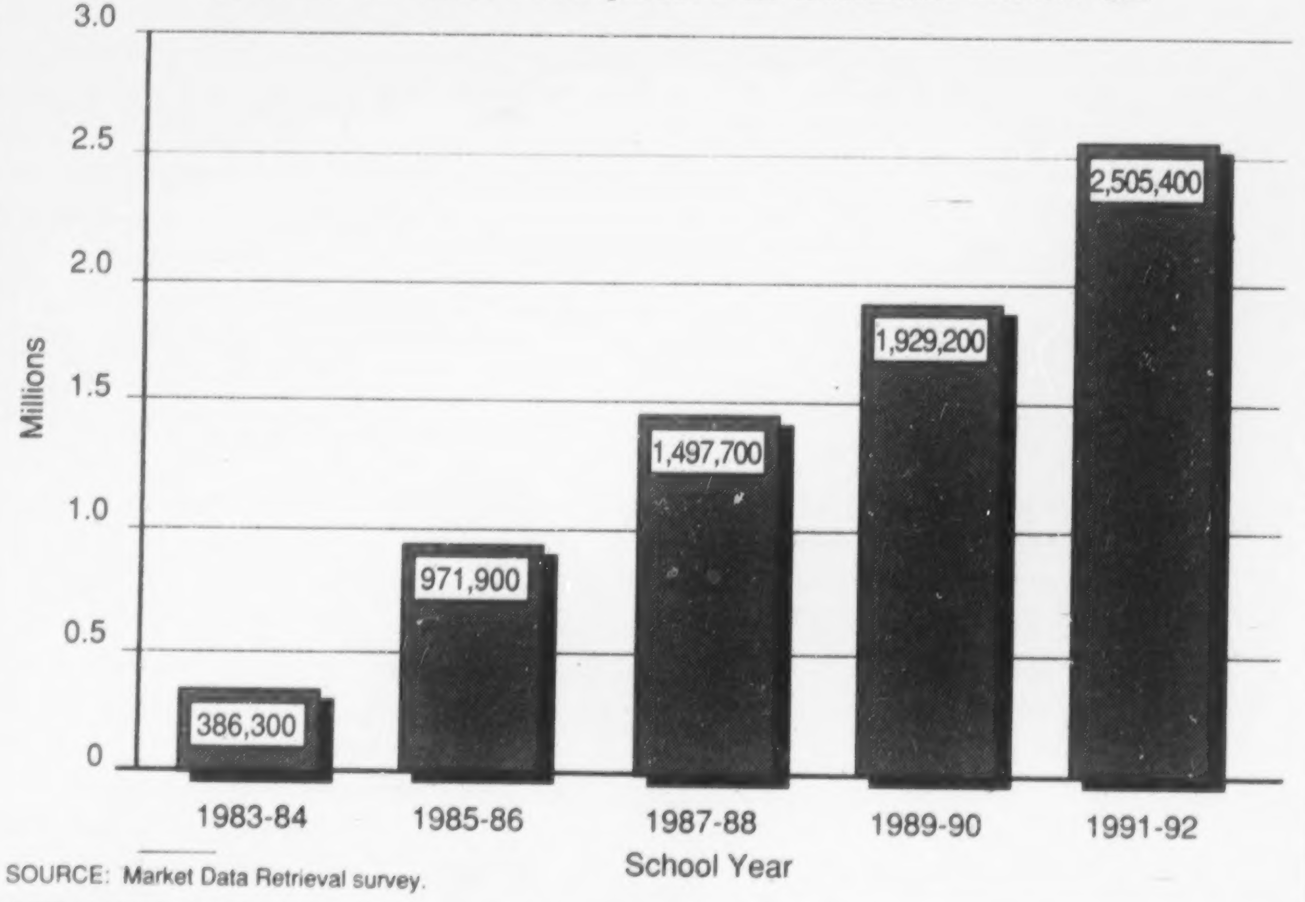
The survey, by the Connecticut-based Market Data Retrieval firm, found that last year's total was nearly 550 percent above the 386,000 computers the firm found during the 1983-84 school year, the first time it compiled such data.

According to the survey, public schools have 89 percent of all computers now in use in precollegiate schools, while private schools have 5 percent and Catholic schools have 6 percent. However, the private school total grew by more than 24 percent and the Catholic-school total by more than 16 percent over the 1990-91 school year, compared with an increase of just over 9 percent for public schools.

The firm says its data are based on reports from 85 percent of all schools.

For more information, call or write Market Data Retrieval, 16 Progress Dr., Shelton, Conn. 06484; (203) 926-4800.

Number of Microcomputers in Schools: 1991-92



SOURCE: Market Data Retrieval survey.

UPDATE

■ **The Minnesota Supreme Court has upheld the right of lay teachers at a Roman Catholic high school to bargain collectively with their employer.**

Administrators at Hill-Murray High School, near St. Paul, had maintained that they did not have to bargain with a newly certified affiliate of the Minnesota Federation of Teachers because the school's religious affiliation exempted it from state labor-relations law.

Last year, an appeals court ruled that certifying the union against the wishes of the school's officials violated freedom-of-religion guarantees in both the state and federal constitutions. *(See Education Week, June 19, 1991.)*

The July 24 supreme court ruling reversed that decision, finding that neither constitution bars application of the Minnesota Employment Labor Relations Act to religious schools.

The ruling serves as a "clarification of [the teachers'] rights to meaningfully bargain a contract" on such issues as salary, benefits, work hours, and grievance procedures, said Roger A. Peterson, a lawyer who represented the teachers.

■ **Commissioner of Education John Ellis of New Jersey has ruled that Whittle Communications' "Channel One" classroom news show does not violate state law and that schools may continue to use it.**

In a lengthy written opinion issued Aug. 6, the commissioner overruled an administrative-law judge who had found that the Trenton school district's use of Channel One violated state law because each show includes two minutes of commercials. *(See Education Week, Aug. 5, 1992.)*

Mr. Ellis found that Channel One consists of "informative current events and news" and that it supplements the district's regular educational program. He said his decision was influenced by the fact that the district shows Channel One during a homeroom period and, thus, does not detract from any instructional periods.

The commissioner warned, however, that he might rule differently if the program were shown during an instructional period or if the commercial time went beyond two minutes a day.

A spokesman for the New Jersey Education Association, which led the challenge to the Whittle program, said no decision had been made on whether to appeal Mr. Ellis's decision to the state board of education.

■ **The Educational Testing Service will appeal a ruling by a New York judge ordering the firm to release to colleges a student's Scholastic Aptitude Test scores, which the testing company had thrown out as invalid.**

"Of course we are disappointed that this particular judge has ruled differently than 21 other judges who have upheld our procedures," said Gregory R. Anrig, the president of the E.T.S.

The case involves Brian Dalton, a senior at Holy Cross High School in New York City, who sued the testing firm—which administers the college-admission test—after the E.T.S. invalidated his scores.

Officials at the E.T.S. had charged that Mr. Dalton's combined score, which was 410 points higher than the first time he took the test, was inconsistent with his high school grades and other test scores.

Citing a handwriting analysis, the officials concluded that "someone else may have completed" Mr. Dalton's answer sheet. *(See Education Week, April 15, 1992.)*

But Judge William D. Friedmann of the Supreme Court of Queens County, N.Y., ruled on Aug. 7 that the E.T.S. had "breached its . . . contract" with Mr. Dalton by failing to consider evidence he had provided—such as statements from the test proctor and an fellow test-taker—that he said proved he had taken the test. As a result, Judge Friedmann ruled, the firm must release Mr. Dalton's scores "without comment or qualification."

■ **The U.S. Immigration and Naturalization Service has issued a legal opinion that frees school districts from the need to repeatedly reverify the employment-eligibility status of substitute teachers.**

School administrators sought a clarification from the agency last winter when it appeared that revisions in the 1986 Immigration Reform and Control Act might require districts to fill out a new immigration form every time they sent a substitute out to teach. *(See Education Week, Feb. 12, 1992.)*

The I.N.S. concluded that substitute teachers have "a reasonable expectation of continued employment," so they and their employers only need to complete a form verifying their identity and eligibility to work in the United States when they are first hired by a school system. ■

PEOPLE

■ **Jerome T. Murphy,** a professor of education at the Harvard University graduate school of education, has been named the school's dean.

Mr. Murphy, who specializes in the politics of education, served as the associate dean of the school under his predecessor, Patricia A. Graham, who resigned in 1990 to become president of the Spencer Foundation.

The school's first choice to succeed Ms. Graham, Linda Darling-Hammond, declined the position for personal reasons.

■ The former superintendent of the Cleveland schools will become the new head of the Youngstown, Ohio, schools.

The Youngstown board appoved hiring **Alfred D. Tutela** at a meeting this summer.

Mr. Tutela was superintendent in Cleveland from August 1986 until May 1990, when the city's school board bought out his contract for $300,000.

He will succeed Emmanuel Catsoules, who retired after 14 years as school chief in Youngstown. ■

ventiveness, and society needs inventiveness as much as skillfulness."

Understanding Choices

Teachers at the institute say the program can benefit them no matter how much experience they have.

Ms. Kobren, the 3rd-grade teacher from Queens, for example, came to the Lincoln Center institute after 16 years of teaching. She says she applied to the program after talking with an administrator at her school who had already taken part in it. Like most of the teachers here, she had no previous training in arts education.

"I never felt prepared enough to share this sort of thing with my students," she says.

Ms. Kobren speaks as she sits in an institute class sketching likenesses of African masks shown on a screen at the front of the room. The lesson is intended in part to introduce the educators to the paintings of turn-of-the-century artists who were beginning to experiment with abstract forms.

Tom Aprile, a sculptor whose own work has been described as "new surrealism," is the instructor of this class. He says such masks may have influenced the work of Picasso, Leger, and other abstract artists who were painting in Paris, where a local art dealer had begun to import African masks.

Ms. Kobren, who teaches in School District 29 in Queens, says the masks are "something my kids can relate to."

"I would like to take this and carry it through to have them look for it in arts forms and to see what they could recognize and interpet, and perhaps have an activity in creation," she says.

After the art lesson, the teachers discuss the performances they saw the previous day by the New York Philharmonic and the Meridian Brass Quintet.

Then, Sue Lund, the instructor for that part of the classroom session, leads the teachers as they use percussion instruments to understand the concept of ostinato, or continuously repeated idea or pattern of sound, in a symphonic piece. The group also dabbles with other aspects of musical performance over which a conductor has control, such as tempo, timbre, and imitation.

"This is one of the things I do where I feel I'm least likely to get in a rut," Ms. Lund, a flute player in two chamber-music ensembles, says of her teaching experiences.

Frank N. Kinney II

In a rehearsal space in New York City's Lincoln Center, David Briskin, left, a teaching artist, works with Donna Plasket on a dance exercise. The Lincoln Center Institute for Arts in Education strives to create "esthetically aware" educators who will infuse the arts into their own teaching.

Later that afternoon, the teachers will troop to the Metropolitan Museum of Art where, armed with a battery of questions to ponder, they will view some early abstract paintings. Looking at Picasso's *Three Musicians*, for example, the teachers are asked to think about: "What shapes did Picasso develop a language from for this painting?" and "Did he stay consistent to this language throughout the painting?"

The focus, as always in the institute classes, is not on coming up with the right answers but on coming to understand the choices artists make and asking thoughtful questions.

"The teacher who comes to class with 'Hamlet' all worked out and finished is the worst kind of teacher," Ms. Greene says. "The teacher who knows she will never have all the answers is the best kind of teacher."

About 60 percent of the teachers who have participated in the institute return for a second year, Mr. Schubart says.

"Obviously, it takes an enormous degree of sophistication to discover 'The Tempest' and then begin to apply that to another play," he says. "But, eventually, that begins to happen."

Funding Cutbacks

While teachers have given the program high marks, no definitive research has been completed so far to show that the institute experience translates to more and better learning in the arts for their students. To find out whether it does, the institute is currently working with the Harvard University psychologist Howard Gardner on a five-year experiment to measure the impact of the program in classrooms.

Having some research backing for any arts-education program is particularly important now, Mr. Schubart says, because school and government funds to support such programs have begun to decline in recent years.

School arts programs, often considered an educational "frill," have been cut back in a number of states and major cities—including New York—in the face of budget deficits. At the institute, despite the hundreds of new participants this year, enrollment has declined by 10 percent from the previous years, according to Mr. Schubart.

As a result of budget cuts, educators at the institute say, some schools can offer children little or no arts exposure in the course of the school day. Ms. Kobren says her school is among them.

"I deal with the lower grades," she says, "and whatever art my kids get is the art that I give them." ■

---

male population.

The assessments that we use are geared to a set of expectations that are geared to one particular group of people.

It's not that girls can't do the math; what we're talking about is the concepts underlying the instructional strategies.

We're calling it a "girl problem," but I don't think it [is]. The question is "Are we making it a girl problem?"

Q. Your research seems to indicate that patterns of socialization which are key to this discourse are established early in childhood and prior to entry into the formal educational system. How do you propose that educators address this problem?

A. If you remember early education history, the curriculum was set up to perpetuate certain values. We've also used education to foster a certain kind of participation in the democratic system.

But, until recent years, there hasn't been a focus on how do we teach the "other kids."

I think we have to acknowledge we have used education to create the kind of citizen that we wanted.

We need to be very conscious about what we're doing. Otherwise, we're perpetuating mathematics achievement for a very small percentage of people.

Q. You state that changing teacher attitudes is "critical" to changing patterns of socialization. How do you suggest making meaningful changes?

A. I'm very optimistic about that. Teachers are incredibly creative human beings; given the support, teachers will change.

But you can't create a sense of excitement about things that were terrifying to you the first time around.

In some cases, [districts] are having them go through experiential kinds of workshops. . . . The teachers then can go back and be very comfortable with their own teaching.

[W]hat we haven't looked at is the unconscious discourse that goes on in the classroom.

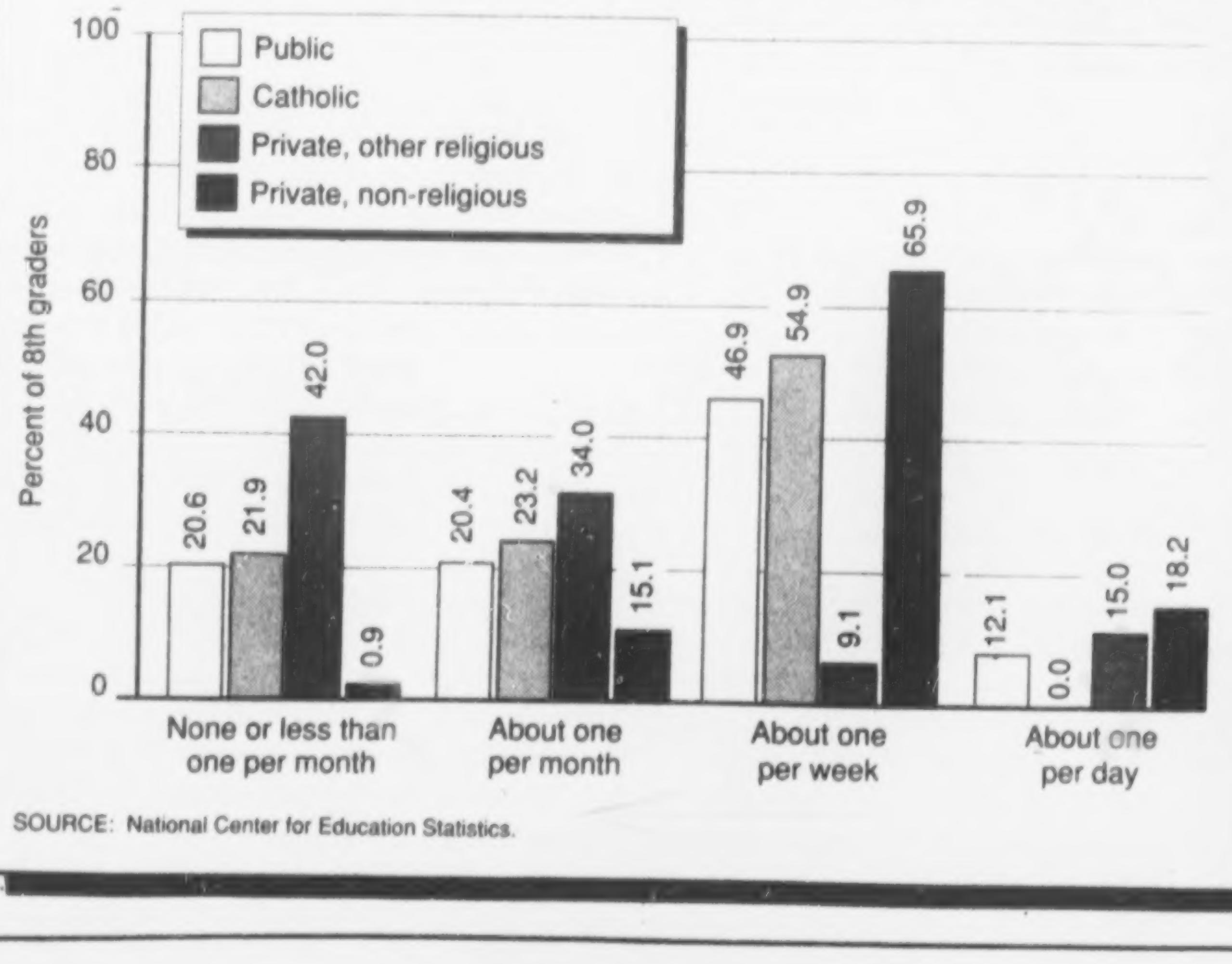
There's something about the language of mathematics that is alienating, not just for girls, but for many people.

And from my perspective, for example, I think it would be incredibly boring to sit in a math class that centers around football scores. ■

DIMENSIONS

Science Experimentation

Percentage of 1988 8th Graders Whose Science Teachers Reported Varying Frequencies of Conducting Scientific Experiments



SOURCE: National Center for Education Statistics.

Income Gap in College Participation Persists, Democratic Study Concludes

By Mark Pitsch

WASHINGTON—Since the late 1970's, low-income students have not made up any ground on their higher-income peers in the rate at which they attend college, a new study concludes.

The study, "Parental Income and College Opportunity," was released here last month by the Democratic Study Center, which commissioned the report.

"These data provide us with a very disturbing picture of how American society has changed in recent years," said Rep. Bob Wise, D-W.Va., and the president of the center. "During a period in which a college education has become a passkey for earning a middle-class standard of living, the opportunity to get that passkey has become increasingly unequal."

"I think this is a real blow to having the kind of society we Americans pride ourselves on—a society in which who you are is determined by merit and hard work instead of what neighborhood you grew up in or what kind of job your old man had," Mr. Wise added.

The study, conducted by Charles F. Manski, a professor of economics at the University of Wisconsin, found that college-going and degree-attainment rates continue to be closely correlated to the income of a student's family.

In the late 1980's, according to the study, 44 percent of youths from families in the lowest one-fifth of income range, 62 percent of youths from families in the middle quintile, and 79 percent of youths from families in the highest quintile were enrolled in college.

The study drew on data from the Current Population Survey between 1970 and 1988, the National Longitudinal Study of the High School Class of 1972, and the High School and Beyond survey.

Four-Year Colleges

The study found that the distribution of enrollments at two-year institutions was relatively similar across all income groups. In the late 1980's, 16 percent of youths from families in the lowest quintile, 20 percent of youths from families in the middle quintile, and 17 percent of youths from families in the highest quintile were enrolled in two-year colleges.

Greater disparities were found in enrollments at four-year colleges and private colleges.

In the late 1980's, 20 percent of the youths in the lowest-income quintile, 29 percent of those in the middle quintile, and 40 percent of those in the highest quintile were enrolled in four-year public colleges.

For private colleges, the respective percentages were 7 percent, 12 percent, and 20 percent.

The breakdown by income of students enrolled in private high schools nearly matched that of students enrolled in private four-year colleges in the late 1980's, the study found.

According to the study, the chance that a high school senior from the highest quintile was enrolled in a private school was about 3½ times greater than that of a youth from the lowest quintile.

Enrollment Distribution Stable

Moreover, the enrollment distribution has changed relatively little over time, the study concludes.

In the period from 1975 to 1979, the percentage of youths enrolled in two- or four-year public colleges whose family incomes were in the bottom quintile was 35 percent, the study said. That percentage dropped to 30 percent for the years 1981 to 1984 and then rose to 36 percent for the period 1985 to 1988, it said.

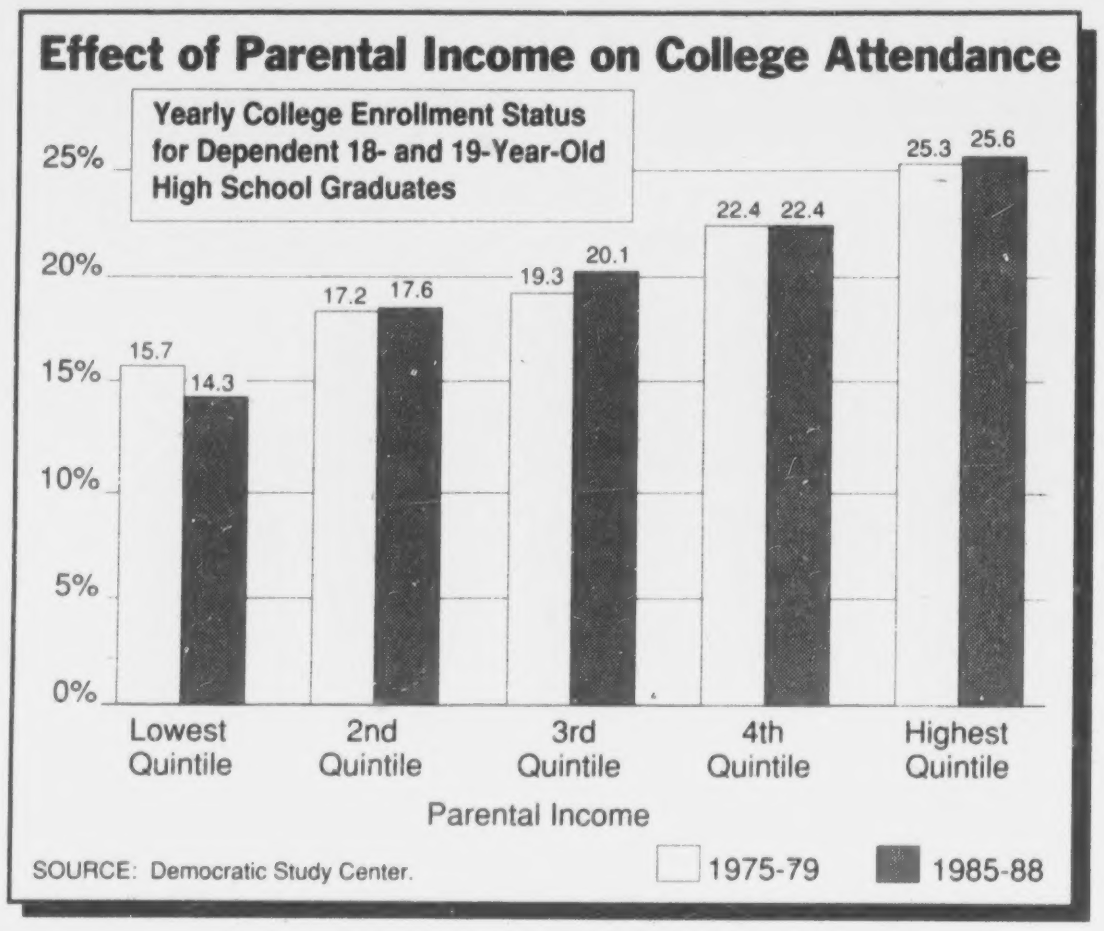
Meanwhile, the percentage of youths from families in the middle-income quintile was 41 percent for 1975-79, 42 percent for 1981-84, and 49 percent for 1985-88.

For families in the highest quintile, the percentage was 49 percent for 1975-79, 54 percent for 1981-84, and 57 percent for 1985-88.

For private colleges, the percentage of youths enrolled increased moderately from the late 1970's to the late 1980's for all groups—from 7 percent to 9 percent for the lowest quintile, from 10 percent to 14 percent for the middle quintile, and from 21 percent to 22 percent for the highest quintile, the study said.

The report concluded that income affects the attainment of a bachelor's degree even more than it does college enrollment.

By 1986, the study said, 12 percent of the students who graduated from high school in 1980 from families with incomes in the lowest quintile received a degree, compared with 24 percent from the middle quintile, and 39 percent from the highest quintile.



SOURCE: Democratic Study Center.

NCS®

With Education in Mind™

Education.

What factor in the growth of our nation is more important? The education of our student population is the single most influential opportunity we have as a nation, as a state, as an administrator, as an instructor, and as a parent.

We're NCS, and we believe knowledge breeds success. Each time we set out to build upon our NCS Comprehensive Solution, we challenge ourselves to create better tools and services, creating precious time for teachers to teach, administrators to manage, and districts to run as effectively as possible.

In education, the need for timely and precise information analysis, to improve outcomes, is becoming more and more critical. The need for information analysis focusing on accountability has emerged.

From application software packages to state-of-the-art scanning systems, we have the tools and services to create greater efficiency in school and college administrative offices—at the local, district, and state levels.

We offer these solutions to education. We believe in managing information, not letting information manage you.

A Comprehensive Solution awaits you. Please call NCS at 1-800-447-3269.

NCS®

With Education in Mind™

©1992 National Computer Systems, Inc.
All Rights Reserved.

Child Poverty Rose Steadily in '80's, City-by-City Count by C.D.F. Shows

By Deborah L. Cohen

Child poverty rose steadily in the last decade and now pervades every region of the country, the Children's Defense Fund maintains in a new report.

The report, based on new and unpublished Census Bureau data, offers the first city-by-city count of poor children since the 1980 Census. The C.D.F. released a similar state-by-state analysis in July. *(See Education Week, Aug. 5, 1992.)*

The report shows that 26.2 percent of children living in cities with populations of at least 100,000 are poor, and that in some cities, one-half to two-thirds of children in minority groups are poor. While child poverty historically has been concentrated in large urban centers, the report states that the 20 cities with the highest child-poverty rates in 1989 are "disparate in size and geography."

In addition to such large cities as Detroit, New Orleans, Cleveland, and Miami, the list includes smaller cities such as Laredo and Waco, Tex.; Shreveport, La.; Rochester, N.Y.; and Macon, Ga.

The report also cited cities not in the top 20—such as Salt Lake City and St. Paul—that have "surprisingly high" child-poverty rates, and noted that 86 rural counties have a higher precentage of children living in poverty than in the nation's poorest city, Detroit.

The report found that child-poverty rates rose in 84 of the 100 largest cities in the 1980's, with the overall rate for the 100 cities rising from 24.8 percent in 1979 to 28 percent in 1989. Cities with the highest percentage-point increases in child poverty during that period were Flint, Mich.; Milwaukee; Detroit; Gary, Ind.; and Fresno, Calif. The child-poverty rate fell in 15 cities and stayed the same in one, Philadelphia.

'Startling Extremes'

According to the report, child-poverty rates reached "startling extremes" for minority children in several cities. In 31 cities, at least half of the black children were poor; in 19, at least half of the Native American children were poor; in 10, at least half of the Hispanic children were poor; and in eight, at least half of the Asian-American children were poor. Erie, Pa., had the highest share of both black and Hispanic children living in poverty, while Minneapolis had the highest rate of poor Native American children and St. Paul the highest rate of poor Asian-American children.

As in its state-by-state report, the group noted that poverty rates are highest for the youngest children. In 1989, about 28 percent of urban children younger than 6 were poor, and poverty rates for young minority-group children in some cases exceeded 70 percent.

"Such high rates of poverty among our youngest children are simply not compatible with this country's goal of getting all of our preschool children ready to learn by the time they reach 1st grade," said Marian Wright Edelman, the president of the C.D.F.

Olivia Golden, the group's director of programs and policy, attributed the trend to falling wages and the loss of manufacturing jobs, the stagnation and decline of anti-poverty programs, and the rise in single-parent families.

The report urges Congress to pass pending legislation that would improve and boost funding for the child-welfare system and increase food-stamp assistance. It also recommends increasing the Earned Income Tax Credit; raising the minimum wage; expanding youth employment and training programs; improving child-support enforcement; and enacting a refundable tax credit for children.

Copies of the report, "City Child Poverty Data from the 1990 Census," are available for $5 each from the C.D.F., 25 E St., N.W., Washington, D.C. 20001.

Cities With Highest Child-Poverty Rates, 1989

City	Rate
Detroit	46.6%
Laredo, Tex.	46.4
New Orleans	46.3
Flint, Mich.	44.6
Miami	44.1
Hartford	43.8
Gary, Ind.	43.0
Cleveland	43.0
Atlanta	42.9
Dayton, Ohio	40.9
St. Louis	39.7
Buffalo	38.8
Rochester	38.4
Milwaukee	37.8
Newark	37.6
Cincinnati	37.4
Fresno, Calif.	36.9
Shreveport, La.	36.7
Waco, Tex.	36.6
Macon, Ga.	36.1

SOURCE: Children's Defense Fund.

Federal Judge Rules Parents May Seek I.Q. Tests of Black Students in California

A federal judge ruled last week that parents of black schoolchildren in California may seek intelligence testing of their children to determine whether they belong in special-education classes.

U.S. District Judge Robert F. Peckham of San Francisco lifted his own 1986 order that had banned intelligence testing of all black children in the state's public schools who were referred for special education, except for those being considered for gifted and talented programs.

The 1986 order was an expansion of a landmark 1979 ruling, also written by Judge Peckham, that barred California educators from using I.Q. tests to identify black schoolchildren for placement in classes for educable mentally retarded children.

The 1979 ruling found that the use of such tests resulted in a disproportionate number of black children being placed in the "dead end" classes for the retarded, which have since been eliminated.

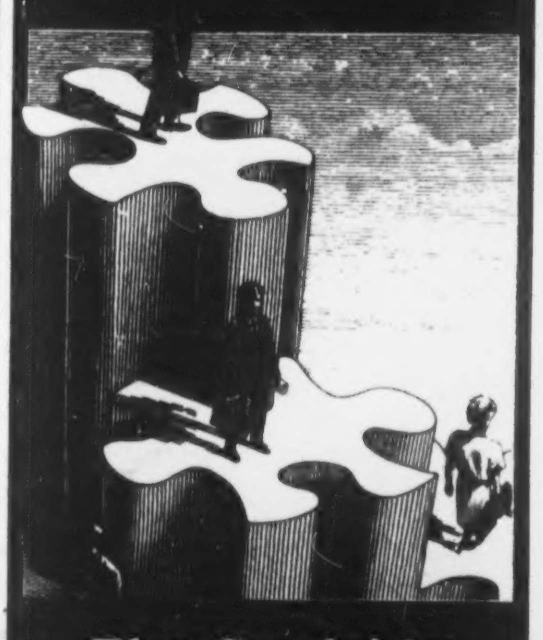
A group of black parents sued state education officials in 1988, charging that the expanded 1986 order deprived them of the full range of assessment opportunities for their children solely because of their race.

Last year, Judge Peckham issued a preliminary ruling in favor of the parents that allowed them to have their children tested. *(See Education Week, July 31, 1991.)*

The judge's final ruling on Aug. 31 declared that the 1986 order expanding the I.Q. test ban violated due process of law because it went beyond the scope of the original trial court findings.

The 1979 ruling remains in place, and Judge Peckham ordered a hearing to determine whether there are any present-day equivalents of the "dead end" classes for the mentally retarded that were the subject of that ruling.

The state education department, which defended the more expansive I.Q. test ban, was still examining the ruling late last week and did not have a comment. —M.W.



Discover the Solution...

The Surfside Solution!

Complete Administrative Software Packages

The Surfside Solution
for IBM and Macintosh
only $595 per module
or $2,995 complete.

The Surfside Compass
for the Apple II series
only $495 per module.

Administrative software for Apple II, IBM/MS-DOS, and Macintosh

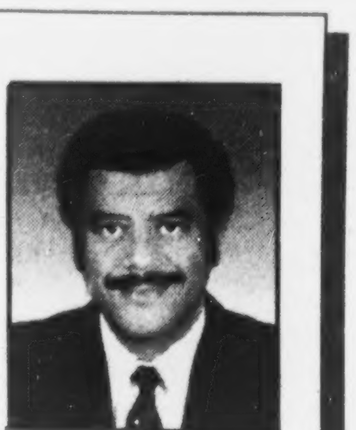
Surfside Software INCORPORATED

Box 1112
East Orleans, MA 02643

1-800-942-9008

ADVERTISEMENT

The Learning Society:
Coming Back to Campus



By Bernard R. Gifford, Ph.D.
Apple Computer, Inc.

I'm back on campus, getting ready to resume my teaching duties at the University of California at Berkeley in January. In part, coming back meant packing up all the books and gear I'd accumulated during my tenure at Apple Computer and moving it into my new office on the third floor of Tolman Hall. I spent the first half hour on my knees, trying to operate the keypad on the new electronic lock on my office door (and wondering how much good three years on the cutting edge of technology had done me). I spent two hours unpacking cartons, and then set out for a walk around campus to check out old haunts.

Signs of change were everywhere. Towering cranes dipped methodically into the shell of the huge Biological Sciences building, creating homes for newly reorganized departments. I stopped by the Faculty Club for a bite to eat and found a few new items on the menu—along with the same, new-age interpretation of Caesar salad that I'd last complained about in 1988.

Continuing my stroll, I saw new faces on campus. I thought I noticed more than the usual number of faculty members; then I realized that many of these mature faces belonged to students.

I'd seen the statistics, but it wasn't real to me until I saw those faces. All over the nation, adults are coming back to campus. According to the National Center for Educational Statistics, 43 percent of all college students are now age 25 or older.

Let me repeat that number: 43 percent. Some sources put the figure as high as 45 percent. In any case, it is an astonishing statistic.

When you take a closer look at the 25-plus population, the first thing that strikes you is how fast it has grown. Over the last two decades, the number of adult learners in their late twenties has nearly doubled. The number of college students over 30 has more than doubled; they now number well over 3 million.

The trend is likely to continue. In fact, the education of adults is the most rapidly growing sector of American education. By the end of the century, the population of adult learners aged 25 and older is expected to increase by 16 percent. At the same time, virtually every two- and four-year institution will enroll fewer students in the 18–24 age bracket. Projections show that the number of people in this age range will drop by 8 percent, but that the rate of college attendance will remain constant.

Enrollment managers at our colleges and universities will be finding new ways to compete for young freshmen and transfer students, but these marketing efforts alone won't suffice. They will be concentrating more and more on the one segment of the college-bound population where growth is predicted: those age 25 and older.

Who are these undergraduates?

For one thing, they tend to be part-time students. For another, they tend to be women. Of all college students age 25 and older, 59 percent are female. In higher age brackets, the proportion of women increases. Two out of three undergraduates over age 34 are women.

It is eye-opening to think that every time I lecture to a group of 100 undergraduates, I have to assume that more than 40 of them—say, nearly all the people on the right side of the room—have resumed their education after taking a break to work or raise families or serve in the military or pursue a dream. Most of them have probably narrowed down their career goals. Most have held jobs—some for decades. Some are making career changes; others are retired. Many have children; some have grandchildren. Most are concerned with financing their educations while meeting other monthly bills.

We have few models for teaching these students. The last time college teachers faced undergraduates like these was half a century ago, when the G.I. Bill opened college doors to 2.3 million veterans, including half a million without a traditional "college prep" background. Many leading educators ridiculed the idea. Even Robert Maynard Hutchins—one of my heroes—warned in 1944 that colleges and universities would become "hobo jungles."

In fact, these adults became the most successful group of students American universities had ever seen, taking more than their share of places on deans' lists and honor rolls. Maturity and motivation apparently were more important than skill levels or even academic preparation.

Today, maturity and motivation are again crucial factors. Older students may do more than succeed at making the best of what we have to offer; they may force us to make better what we have to offer. As William Giczkowski, of the University of San Francisco, wrote in a recent issue of *The Chronicle of Higher Education* (March 25, 1992), "The Influx of Older Students Can Revitalize College Teaching." I'll discuss his ideas, and a few of my own, in my next column.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 2 · September 16, 1992

© 1992 Editorial Projects in Education / $3.00

Employees Protest Firm's Tactics at Baltimore Schools

E.A.I. Official Pledges To Address Concerns

By Peter Schmidt

BALTIMORE—The changes that a month of private management have brought to Malcolm X Elementary School here are evident, its employees say, the moment they walk through the door.

The floors are spotless, and the hallways are freshly painted in bright, crayon-like colors.

But the sunny new colors at Malcolm X and eight other schools here cannot hide the anger and resentment that the arrival of Education Alternatives Inc. has engendered in some employees.

"I've been put out of a job," lamented Ruth A. Stewart, a paraprofessional, last week as she awaited a transfer from Malcolm X, where she has worked for 18 years.

Just a few weeks into the new school year, the complaints of many paraprofessionals and other employees have threatened to stall one of the boldest experiments yet in public school privatization—the takeover of eight elementary schools and one middle school here by a Minneapolis-based, for-profit firm.

Although no one here says he expected the changeover to be painless, neither did district or E.A.I. officials anticipate the events of the last few weeks: A boycott by teachers of E.A.I. training sessions, the picketing of city hall by union members protesting E.A.I. decisions, and the intercession of Mayor Kurt L. Schmoke—a major proponent of the effort—to persuade the firm to change some of its plans.

Most teachers interviewed last week said they were excited about the prospect for improved schools in the 110,000-student district, but they were concerned about some of E.A.I.'s proposals for achieving that change.

Continued on Page 19

Where School's Spirit Is a 'Sense of Community'

Fred Mertz

"If you cannot tell a student why they need to know" something, says Charles Vidal, the principal at Hanshaw Middle School, "you're wasting their time."

By Daniel Gursky

MODESTO, CALIF.—Evelyn A. Hanshaw Middle School here, like every school filled with 12- to 14-year-olds, is a study in adolescent hormones.

Boys with adult bodies and sideburns sit beside baby-faced classmates still waiting for puberty to kick in. The girls, more mature and looking even older with the help of ample makeup and hair spray, are at the age when even 14-year-old males seem unbearably juvenile.

By all accounts, Hanshaw's students find themselves at the most difficult period of childhood—a time of pimples, growth spurts, insecurity, unfamiliar emotions, and an increasing desire for independence. As one teacher here points out, academics rank near the bottom of most students' concerns.

Hanshaw's students are far from atypical. In recent years experts in early-ado-

Continued on Page 14

Hundreds Turn Backs on Public Schools As Privately Funded Vouchers Take Hold

By Mark Walsh

Hundreds of children from low-income families are enrolling in private schools for the first time this fall, thanks to a boomlet in local voucher programs funded by businesses, private foundations, and individual donors.

Pupils in Atlanta, Little Rock, Ark., Milwaukee, San Antonio, and a number of other cities are the beneficiaries of an emerging movement designed to provide low-income parents with more choice in education.

"The business community is tapping into a huge market of low-income people who want to take their kids out of the public schools, but don't have the resources," said Allyson Tucker, the manager of the center for educational policy at the Heritage Foundation, a Washington think tank.

Privately financed vouchers offer "a way for these kids to get out of failing schools and into private schools that offer a far superior education," added Ms. Tucker, who has been tracking the trend.

The aims parallel those of proposed systems of publicly funded choice that would include private schools. But the sponsors of the new private-sector initiatives say they are unwilling to wait while state and federal lawmakers debate the merits of government vouchers for education.

"There is a sense of frustration with the unwillingness of government to move" on measures such as vouchers, said Denis P. Doyle, an education analyst and a senior

Continued on Page 18

Boston and Baltimore Weigh Idea of Merging City, School Libraries

By Debra Viadero

Looking to economize and to improve library services for children, officials in Baltimore and Boston are weighing proposals to merge school libraries in whole or in part with public library systems.

Such mergers have rarely been tried in the United States, according to experts. The proposals in the two cities, although not yet fully formed, are already running into opposition from those who question whether they can work and whether they are in the best interest of children.

"There's no question that in times of recession, people are really going to be looking for forms of consolidation that could really save money," said Arthur Curley, the director of the Boston Public Library.

The board of the city library last week asked Mr. Curley to explore with Boston's superintendent of schools the idea of a new relationship between public and school libraries.

In Baltimore, Mayor Kurt Schmoke, who has been promoting the concept of library consolidation for more than two years, gave it a boost this summer when he proposed transferring about 30 school librarians to the Enoch Pratt Free Library system.

Continued on Page 20

Pilot Test Offers a Glimpse of Board's Teacher Assessment

By Ann Bradley

TAMPA, FLA.—Since the National Board for Professional Teaching Standards was founded five years ago, educators have wondered what its assessments for identifying superior teachers would look like.

Now, as the developers of the board's first assessments move into the final stages of their work, a picture is emerging of the types of exercises teachers may be asked to do.

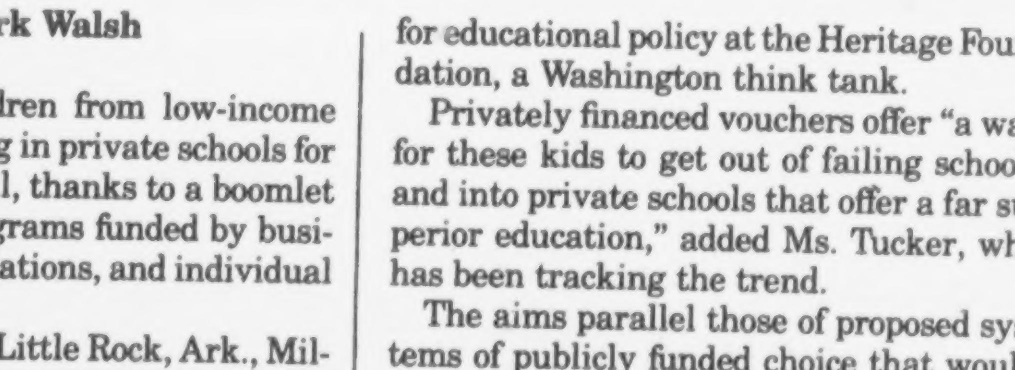
The University of Pittsburgh and the Connecticut Department of Education, which are creating the assessments for teachers of English language arts who work with children in early adolescence, are proposing a three-part package.

One component is a portfolio, a tool that increasingly is seen as holding great promise for assessing the work of teachers and students alike.

Over the summer, a group of educators gathered at the University of Southern Florida here to score sample portfolios that were assembled by classroom teachers.

For many participants, the intensive, three-week session pro-

Continued on Page 16



Stephen Wertz

From left, Bill Thompson, Mary Bixby, and Penny Pence collaborate on judging teacher portfolios.

Also in the news

9 **On the Wrong Track**
Ability grouping hinders poor students and does nothing to help better ones, an upcoming national study says.

IN SUMMARY

A Win for Whittle
A California state judge dealt the state's schools chief a defeat last week by refusing to ban the Channel One news show from state classrooms.
Page 4.

Little To Cheer in Chelsea
A new report says that three years into its management of the troubled Chelsea, Mass., schools, Boston University has yet to achieve significant improvement.
Page 5.

A Taxing Decision
Faced with falling state revenues, the Houston school board has approved a budget that is balanced on a 32 percent increase in property taxes.
Page 5.

New Alternatives
A national study has found a surge in the number of alternative-certification programs for teachers that require formal training and mentoring.
Page 8

Economic Ignorance
A survey by the Gallup Organization reveals high rates of "economic illiteracy" among 12th-grade students, college seniors, and the general public.
Page 10.

Not Ready for College Math
Nearly one-quarter of high school seniors who took the American College Testing Program test this will need remedial mathematics in college, the test's author says.
Page 11.

California Takeover
The Compton district near Los Angeles is poised to become the first in California to be taken over by the state for academic deficiencies.
Page 21.

Ballot Box	**26**
Books	**28**
Capital Update	**25**
Commentary	**27 and 36**
Focus On: Research	**6**
Grants	**29**
Legislative Update	**23**
Marketplace	**30**
Media	**11**
State Journal	**21**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 2. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Reports of Attempted Censorship Reach 10-Year High, Survey Finds

Reported incidents of attempted censorship involving school materials reached their highest level in 10 years during the 1991-92 school year, according to an annual survey by People for the American Way.

Attempts by parents, community groups, and others to have books or curricular materials banned or restricted by schools shot up 50 percent last year, to 348 from 229 the year before, according to the constitutional-liberties watchdog group.

The success rate for such attempts was the highest in four years. In 41 percent of the reported incidents, challenged materials were removed or restricted in some way, says the group's report, "Attacks on the Freedom to Learn."

Incidents occurred in 44 states in all parts of the country last year. The Midwest led other regions with 119 incidents, followed by the South, the West, and the Northeast, the report says.

The states with the most challenges were Florida, Texas, California, Oregon, and Minnesota.

Religious objections were the most common cause of complaint, the survey found, followed by profane or objectionable language and the treatment of sexuality.

The book most often objected to last year was John Steinbeck's novel *Of Mice and Men*. Others included classic and acclaimed literary works, drug-abuse-prevention programs, and a calisthenics videotape.

■ **The nation's independent schools experienced gains in enrollment, financial aid, and recruitment of minority-group students in the 1991-92 school year,** studies conducted by the National Association of Independent Schools have found.

Over all, enrollment increased by 1 percent during the last school year, compared with a 0.7 percent increase each year for the two previous years, said Margaret Goldsborough, the association's director of public information. Total enrollment stood at about 375,000 students.

Independent schools in the Southwest had the greatest enrollment increase last school year—5 percent—followed by schools in the Southeast, the West, the mid-Atlantic states, and the Midwest.

Schools in New York State, New Jersey, and New England experienced enrollment declines of about 1.5 percent, according to the N.A.I.S.

The percentage of minority students in independent schools grew over the past 10 years from 9.1 percent to 13.5 percent, an increase of nearly 50 percent in the decade, the group found.

More students than in the previous school year received need-based financial aid, raising the national total to more than $276 million for more than 55,000 students. The average grant increased from $4,770 to $5,018.

Interest in independent schools is also up, the N.A.I.S. figures suggest, with inquiries per school up 2 percent in the 1990-91 school year, the most recent year for which data are available.

■ **Officials from the vast majority of colleges and universities responding to a recent survey said the number of applications they received for admission this fall increased over last school year.**

The survey by the National Association of College Admission Counselors found that 440 of 622 responding schools, or 71 percent, said they received more applications this year. In 1991, 50 percent of the 720 respondents said the number of applications they received had increased over the previous year.

Fifty-eight percent of respondents said that applications from minority students also increased this fall.

Daniel J. Saracino, the president of NACAC and the dean of admissions at Santa Clara University, said students see higher education as a "buyer's market and are shopping around by applying to more schools than ever before."

Roughly seven in 10 survey respondents said that more students in 1992 visited campuses, called college recruiters and admissions officials, and wrote to request college information than in 1991.

Copies of the fourth annual admission-trends survey are available free of charge from the National Association of College Admission Counselors, 1631 Prince St., Alexandria, Va. 22314-2818; (703) 836-2222. ■

One Spooky School

Leila Cabib

Halloween knows no season at one Virginia elementary school.

Marvin Bass Elementary in Lynchburg has a decades-long pattern of phantasmic events that have been making true believers out of skeptical students and teachers.

Recently, shortly after a new audio-activated security system was put in place, mysterious unidentified voices triggered alarms in classroom 307. When police arrived to investigate, they found the doors to the room locked and the windows latched. An unknown power appeared to be at work.

Students and parent alumni of the school claim that the supernatural force behind the witching-hour mischief is the school's namesake, a beloved former teacher and principal who taught for nearly half a century before his death in the 1960's. Rumor has it that the friendly spirit inhabits a boys' locker room that's no longer in use.

"I think an answering machine tripped the security system," Principal John Blakely contends.

He does admit, however, that students and staff have reported many unexplained phenomena, including missing eyeglasses and ghoulish sounds. One custodian refused to work at night after reporting that the specter brushed past him "like a breeze" late one night.

While the principal rules out the possibility of a schoolwide seance or exorcism, he is rueful about the presence of the apparition in his school.

"I'd like the school to be remembered for some great accomplishment," Mr. Blakely sighs, "but I guess it'll be known for the ghost of Marvin Bass." —S.K.G.

STATES

Pa. Attendance Law No Relief For Assault Victims, Judge Finds

Pennsylvania's compulsory-attendance law does not create a special custodial relationship between public schools and pupils that would make school officials liable for an alleged sexual assault of two female students by male students at a vocational school, a federal appeals court has ruled.

The full U.S. Court of Appeals for the Third Circuit last month upheld a three-judge panel's decision from late last year that officials of the Middle Bucks Area Vocational Technical School could not be sued under federal civil-rights law over the alleged harassment and assault of the two female students in a graphics classroom by boys in the class.

The teenage girls' lawsuit asserted that the teacher and other school officials should have prevented the pattern of alleged abuse by the boys. They charged that the teacher often lost control over the classroom and that school officials knew of some of the misconduct but did nothing to correct the situation.

The appeals court ruled 7 to 5 in *D.R. v. Middle Bucks Area Vocational Technical School* that the state's attendance law does not restrict a student's personal freedom so as to create a special custodial relationship, such as that between the state and a prisoner or a foster child. Thus, the school officials' alleged inaction was not held to be a constitutional violation.

The court acknowledged the "shocking nature" of the charges but, citing one plaintiff's case in support of its reasoning, held that "the state did nothing to restrict" her "liberty after school hours and thus did not deny her meaningful access to sources of help."

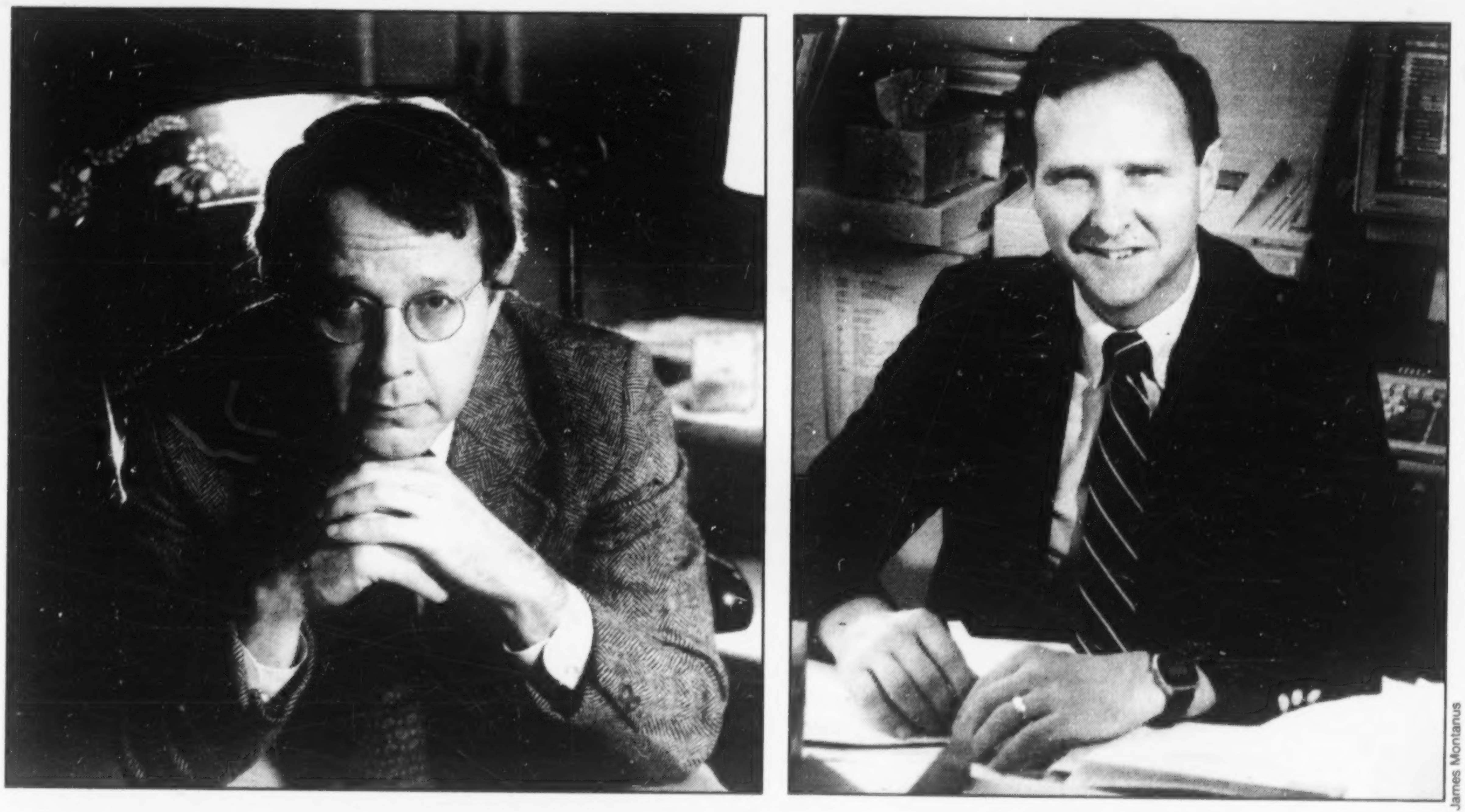
■ **Protests from civil-rights groups have prompted Georgia officials to modify a system for tracking students through their Social Security numbers.**

A law passed by the legislature this year requires districts to ask students for their Social Security numbers to enable the state to better track students and dropout rates.

But civil-rights groups, including the Georgia chapter of the American Civil Liberties Union, have criticized the measure as likely to have an adverse impact on homeless children who lack documentation and immigrant children who may fear deportation.

The state school board last month responded to such criticism by ruling that schools should not ask students for their numbers if their parents object.

The civil-rights groups, however, argue that districts and individual schools have been ignoring the board's directive and turning children away if they do not provide their Social Security numbers. ■



James Montanus

In an analysis of 187 studies conducted since 1966, Eric A. Hanushek, left, concluded that there is no strong relationship between school expenditures and student performance. But Jonathan Kozol, far left, argues that, "if money is not the issue, why do rich districts panic at the fear of losing it?"

er way: Experienced teachers may gravitate to schools with high-performing students.

Counter to Common Sense

Mr. Hanushek concedes that his conclusion appears to run counter to common sense.

"How could it be I claim no relationship between expenditures and performance when we see it all the time?" he asks. "Kids perform well in Montgomery County, Md., and poorly in low-spending communities. Isn't there an obvious relation?"

"What I am trying to give," he continues, "is a measure of how expenditures add to performance of kids over and above families and other sources of learning. It's a value-added notion of schools. It's the right answer if you want to think of policies schools can adopt."

Mr. Hanushek also suggests that much of the spending on affluent schools—such as New Trier High School in suburban Chicago—goes to non-educational amenities.

"I would bet dollars to doughnuts they have the best violin instruction and Olympic swimming pools," he says. "They're buying consumption goods. They are trying to throw money at something they think is important."

And, he acknowledges, the examples in Mr. Kozol's book are "tragic."

But, he says, the answer is not to redistribute funds from wealthier districts to poorer ones.

"The simple answer, readjust funds, could be damaging to some schools that got their act together," he contends.

Mr. Kozol strongly disagrees, and argues that the inequalities in physical conditions have a powerful effect on students.

"A school that is physically repellent has an unquestioned power of obliteration on a child's sense of self-respect and motivation," Mr. Kozol says. "They know the difference" between their schools and those in affluent suburbs.

"If money is not the issue," he argues, "why do rich districts panic at the fear of losing it?"

Differences in Teachers

Mr. Hanushek concedes that there are inequities among schools, but he says that looking at per-pupil spending is the wrong way to look at equity.

Rather, he says, the important differences among schools are the differences in the quality of teachers.

"It makes a difference what classroom you are in," he says. "If we didn't find that, we'd be suspicious—parents know. In fact, research confirms it."

To address that issue, Mr. Hanushek argues, policymakers should find a way to attract better teachers.

But, he says, "there is little hope of changing schools importantly by doing such things as raising salaries and letting the system rip. Bad teachers like higher salaries just as much as good teachers."

The best way to reward good teaching, the economist suggests, is to reward teachers after the fact—pay more to those who produce the greatest growth in student achievement.

But such a solution, he acknowledges, might be impossible politically.

"One thing we know is merit-pay systems never survive in schools," he says. ■

---

infants are able to perform this at such an early age suggests that it may be innate.

Another [aspect] is that a wide range of studies on animals [has] shown this kind of ability to discriminate numbers, which suggests that an innate mental mechanism dedicated to determining number in the environment and to performing these simple rudimentary calculations may be part of our common cognitive structure.

Q. How do you know that the babies' response means they understood the arithmetical concept underlying the change in quantity? Isn't it possible that they were simply responding to an unexpected change in the display?

A. The first experiment I did was a one-plus-one situation, resulting in one object or two. We found babies . . . were surprised when they saw only one object, not two. The natural predisposition is for them to look longer at something new, but, in this case, they are looking longer at what the original situation was because they know the addition or subtraction should have altered the situation.

One interpretation is that they were expecting exactly two and computing the result; another is that they knew that if you add something there should be a change, but they didn't know how big or in what direction, more or less. The control I did for that was . . . a one-plus-one situation that either resulted in two or three. In this case, both the results differ from the original number, so if they weren't computing the precise result, they should be equally happy to see two or three. But in this case . . . they were surprised that there were three, not two. This shows to me a very specific expectation of exactly what that change should be numerically.

Q. You stated in your study that these findings "may provide the foundations for the development of further arithmetical knowledge." What are the implications for students, teachers, and schools?

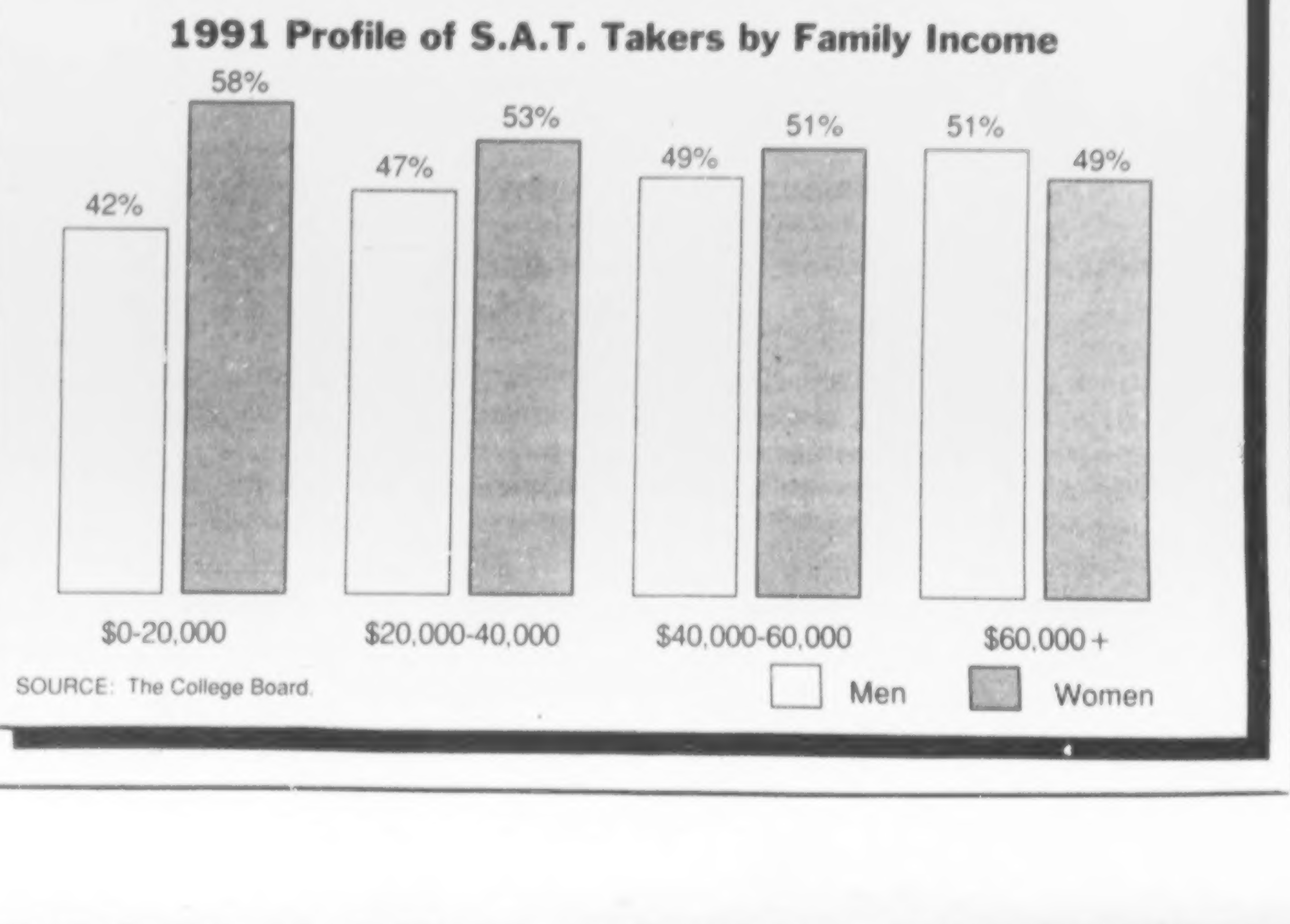
A. I'm not sure there are any implications for students, teachers, and schools—I would not expect so at this point. In general, this kind of research is aimed at laying out just what is the fundamental structure of human cognition. The more we know about ways in which the normal human mind functions, the better we will be able down the road to understand what's different about individuals whose mental functioning deviates from the norm and how to ultimately address their problems. ■

DIMENSIONS

S.A.T. Gender Gap

The gender gap on the Scholastic Aptitude Test is related to the different populations of women and men taking the test, according to an article in the Spring, 1992, *College Board Review*.

Analyzing the 1990-91 test takers, Susan H. Murphy, the dean of admissions at Cornell University, found that more women than men come from lower socioeconomic backgrounds, a factor related to lower performance on the test.



SOURCE: The College Board.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 3 · September 23, 1992

© 1992 Editorial Projects in Education / $3.00

Gallup Poll Finds Wide Support for Tuition Vouchers

Backing Represents A Big Shift Since 1991

By Millicent Lawton

WASHINGTON—Seven out of 10 Americans say they would back a government-supported voucher system under which parents could send their children to the public, private, or parochial school of their choice, a Gallup poll released last week indicates.

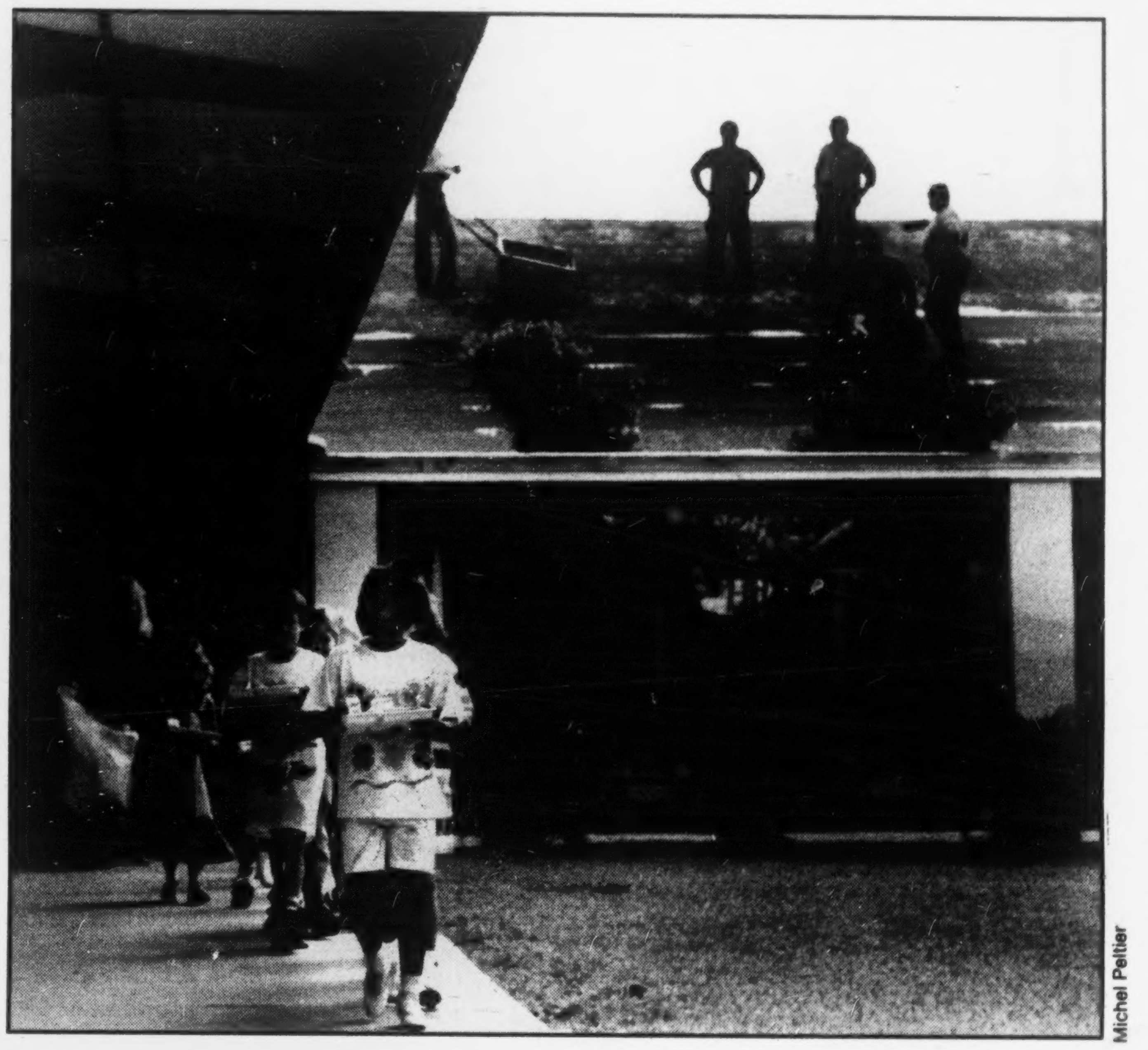
But the level of support for such a system drops to 61 percent when respondents are told that it would be paid for by using "some of the tax money now going to public schools," found the survey, which was commissioned by the National Catholic Educational Association and released at a press conference here.

The telephone poll of a national sample of 1,239 American adults was conducted by the Gallup Organization between July 3 and July 30. It has a margin of error of 3 percentage points.

"We feel this is really good news," said Frank X. Savage, an executive director of the N.C.E.A., which represents more than

Continued on Page 16

Down But Not Out, Patched Dade Schools Open



Michel Peltier

On opening day, roofers repair hurricane-damaged Coral Reef Elementary School, which is sharing its space with more severely hit Perrine Elementary.

'Consistency' Prized As Recovery Goes On

By Mark Pitsch

MIAMI—Students, parents, teachers, school employees, and Dade County school officials, full of spirit and vigor, stared down adversity last week as they opened schools three weeks after enduring the fury of Hurricane Andrew.

They faced circuitous bus routes; damaged and makeshift facilities; homeless and hungry students, teachers, and employees; doubled-up schools and classrooms; sometimes-frail emotional states; and what will doubtless be a yearlong struggle to regain and maintain normalcy.

But schools in southern Dade County joined their northern-county counterparts and began classes Sept. 14, serving notice that they are down, but not out.

"It's really important for us to move back, because people say, 'Oh, the school's back, it's O.K. for us now,'" said Rosemary Fuller, the principal of Perrine Elementary School.

"I was determined that my kids have some consistency," said Janice Junkin, who flew in with her children from Natchez, Miss., the day before so that the

Continued on Page 14

Ky. Reformers Await Reaction to Results Of Tough New Tests

By Robert Rothman

Members of the Jefferson County, Ky., school board last week received an unusual lesson on the state's landmark reform law.

In addition to conducting their regular duties, the board members, along with everyone attending their meeting, answered questions and performed tasks that were administered to students last spring as part of the state's new assessment system, which was created by the 1990 law.

The purpose of the exercise, according to Robert J. Radosky, the director of research for the Jefferson County school district, was to prepare board members for the results of the assessment, the first part of which was released three days later.

The statewide results showed that very few students at any grade performed at high levels compared with state standards.

The demonstration achieved its desired effect, Mr. Radosky said. Board members recognized that the tasks students were asked to perform were challenging, he said, and that the standards against which they were judged were high.

"It was an awareness session," Mr. Radosky said. "I think we got them aware."

The Jefferson County board meeting was one of a number of events held last week across the state to focus attention on the as-

Continued on Page 20

Desire for Better Picture of Schools Boosts Statistics Agency's Standing

By Robert Rothman

WASHINGTON—Without stating so explicitly, Congress this summer gave a ringing vote of confidence to the National Center for Education Statistics.

First, in adopting a spending bill for the Education Department, the House in July voted to increase the statistics agency's budget by 33 percent, while at the same time cutting spending for other research programs.

Then, last month, the Senate confirmed the nomination of Emerson J. Elliott, the agency's longtime head, to be the first Presidentially appointed commissioner of education statistics.

Taken together, the two actions suggest that, like researchers and state and local officials, Congress has new-found respect for the statistics agency. Such sentiment contrasts sharply with the prevailing attitude in the mid-1980's, when a scathing report by the National Academy of Sciences urged that the center be abolished if it were not dramatically overhauled.

The agency's turnaround reflects, in part, a conscious effort by Congress and the Education Department to rebuild the center by improving its staff and the quality of its products.

These efforts were prompted by the growing hunger for data about education outcomes. As observers point out, all participants in education debates, regardless of their point of view, need the information the center provides.

"The mood in Congress, in particular, is that this has been an agency that has dependably produced good information," said Gerald E. Sroufe, the director of government and professional liaison for the American Educational Research Association. "They want to support it. They want more information."

Continued on Page 26

Also in the news

5 **New York Choice**
Next fall, New York City parents will be able to choose the public elementary or middle schools their children attend.

21 **Pondering Performance**
Educators involved in setting national education standards talk about how to set performance levels.

Scuttled Program's Work, Skill Themes Enjoying Resurgence

By Lonnie Harp

The career-education movement, which was banished by the federal government a decade ago as a fad with little political clout, is being revived in a new form by reformers searching for stronger bridges from school to work.

The name has been dropped to avoid the lingering stigma of what many considered at the time to be a failed program. Yet the basic idea of the movement—that career themes should be woven throughout schooling from 1st grade through high school graduation—is making a comeback in federal and state reform reports.

Career-education tenets have recently surfaced in the policy priorities of such organizations as the Council of Chief State School Officers and the U.S. Labor Secretary's Commission on Achieving Necessary Skills.

Believing that work values and attitudes should be taught as soon and as often as possible, career-education advocates designed programs for every grade and subject, with instruction becoming more sophisticated as students grew older.

In the early grades, such programs introduced basic ideas about workers and their jobs. In middle schools, the content shifted to career exploration, with thinking geared

Continued on Page 13

IN SUMMARY

A Failing Grade
A much-touted mathematics and science training academy for Chicago teachers faces the loss of some federal funding unless it changes its ways.
Page 4.

Back on the Job
Teachers were back on the job in East St. Louis, Ill., and Warwick, R.I., last week, while officials in Detroit were seeking a court order to force teachers back to work there.
Page 5.

More Teachers in Space?
The head of the National Aeronautics and Space Administration says he hopes to decide soon whether to restart the agency's teacher-in-space program. **Page 9.**

Teenagers and Work
The jobs American teenagers hold outside school can have an "adverse effect on their lives," according to a report by a national advocacy group.
Page 10.

Unprepared Students
More than half of all public school teachers think at least a quarter of their students are unprepared for grade-level work, a national survey has found.
Page 11.

A Roaring Success
Kentucky's ambitious effort to establish school-based centers offering support for poor children and families statewide is winning plaudits across the state, a study of the program finds. **Page 17.**

Dropout Data
The first state-by-state report on dropout rates shows that Arizona, California, Florida, Georgia, and Nevada have rates far in excess of the national average.
Page 24.

Ballot Box	**25**
Capital Update	**25**
Commentary	**28, 29, and 36**
Early Years	**8**
Events	**30**
Focus On: Teachers	**6**
Legislative Update	**18**
Marketplace	**32**
Publishing	**29**
Special Education	**11**
State Journal	**17**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 3. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

National Business Group Finds Few H.S. Graduates Ready for First Jobs

High school graduates who do not go on to college do not have the necessary reading, writing, and mathematics skills for entry-level jobs, according to most high school principals and small businesses reponding to a new survey.

The National Alliance of Business surveyed 671 principals and 290 businesses with fewer than 500 workers. The principals generally rated students' skills higher than did the employers, but both groups agreed that graduates are deficient not only in reading, writing, and math, but also in their abilities to listen and to work independently.

About 40 percent of the principals agreed that high school graduates not going to college know enough math to hold an entry-level job. About 27 percent of the principals said that graduates write well enough, and 42 percent said they read well enough to hold jobs.

The employers took a dimmer view: Only 29 percent said that graduates' math skills are adequate, 19 percent said they could write adequately, and 27 percent agreed they could read well enough.

On a positive note, about half of the employers responding to the mailed survey agreed that high school graduates are able to work with others as a team. ■

DISTRICTS

Serious Crime Up 29 Percent in New York City Schools, Report Says

Violent and other serious crimes increased 29 percent in New York City public schools in the 1991-92 school year over the previous year, district officials reported this month.

The sharp increase, reflecting a trend found in many large cities, is the largest in the 30 years authorities in the city have been keeping such records. The increase reflected higher numbers of incidents of weapons possession, assaults, robberies, sex offenses, and possession of drugs.

In response, Chancellor Joseph A. Fernandez said the district would expand its use of metal detectors in the city's high schools. Mr. Fernandez said that 40 high schools will begin using the detectors every day; in the past, 21 schools used them once a week. The chancellor also announced that 20 security coordinators will be assigned to schools to handle all issues relating to school security.

Mr. Fernandez also proposed implementing additional security measures, such as X-ray machines, new police patrols at several schools, and electromagnetic door locks.

■ **Eliot Wigginton, the founder of the Foxfire language-arts program, was indicted on a child-molestation charge last week in Rabun County (Ga.) Superior Court.**

A 4th-grade boy from the Athens, Ga., public schools charged that on an overnight trip to a Foxfire event in May, Mr. Wigginton had undressed him and fondled him.

Mr. Wigginton denied the charge in a statement he issued on Sept. 15.

The nationally known educator and author has been suspended from his teaching duties at the University of Georgia in Athens, where he has been serving as a visiting lecturer in the education department under a three-year contract.

After learning of "allegations of improper behavior" last May, university officials allowed Mr. Wigginton to continue teaching college students during the summer, said Holly Ponder, a university spokeswoman, but barred him from working with K-12 students in the Clarke County district, where he served as a consultant.

In the wake of the initial allegations, the board of the Foxfire Fund, the nonprofit corporation that administers Foxfire's educational and publishing activities, instituted a policy stipulating that two adults must accompany students working on projects outside the classroom. It also commissioned an independent review of its guidelines for the supervision of students participating in Foxfire activities.

In a statement, the fund also noted that Mr. Wigginton had voluntarily taken and passed a polygraph test regarding the allegations.

The Foxfire program grew out of a literary magazine, emphasizing local folklore, that Mr. Wigginton and his high school English students in Rabun Gap first published in 1967.

■ **A high-school student in Amarillo, Tex., has been charged with five counts of aggravated assault, one count of attempted murder, and one count of unlawful possession of a weapon in connection with a shooting in his school this month, according to police officials.**

During the incident at Palo Duro High School on Sept. 11, the 17-year-old allegedly opened fire on students returning from a pep rally.

The student, whose named was withheld, allegedly pulled out a .38 revolver during a fistfight with another student, and then ran down the hallway firing the gun to clear his way. Six students were shot.

Last week, one of the six remained in the hospital, while the others were released, hospital officials said.

The student, along with another who was also carrying a gun, were arrested after a brief chase by police. The second student has not been charged, police officials said.

Classes resumed last week with at least 85 percent of the students in attendance, school officials said.

■ **Fearing voter resistance, the Cleveland school board has backed away from plans to ask for a tax increase in November.**

Without a tax increase, the district is ex-

The Class You've Known for All These Years

The Beatles may have gone in and out of style, but a spoof of their "Sgt. Pepper's" look is guaranteed to raise a smile for an Ohio high school class that graduated 20 years ago . . . this year.

For the Lakewood High School class of 1972's reunion book, Jim O'Bryan, a graphic artist who graduated with the class, superimposed yearbook photos of 150 classmates on the original artwork of the "Sgt. Pepper's Lonely Hearts Club Band" album cover.

The classmates took the place of the array of people in the original—from Marilyn Monroe to Muhammad Ali—whom the Beatles admired.

"We included greasers, hippies, punks, favorite teachers . . . people from all the different cliques," said Mr. O'Bryan.

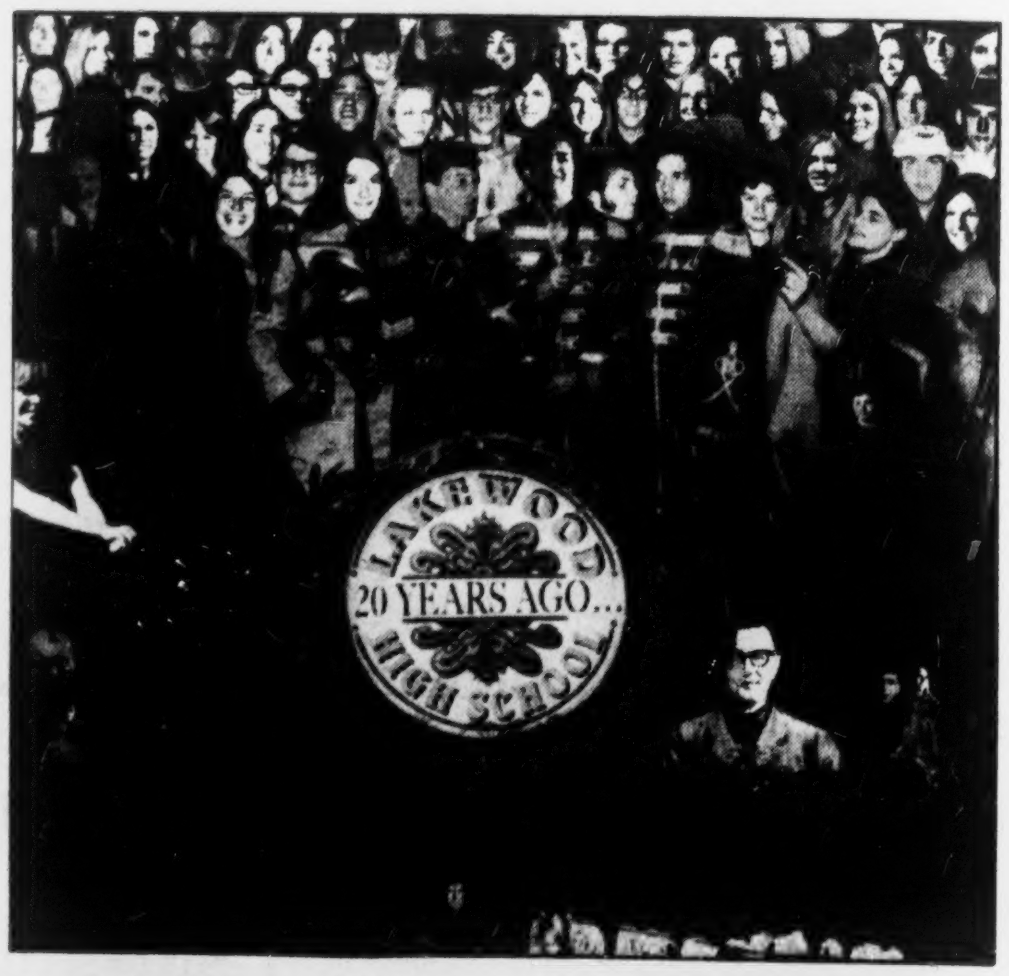
Appropriately, the pastel-suited Beatles were replaced by the class president, vice-president, and two valedictorians. Behind the crowd sits the high school, decorated with the unofficial class mascot, the "Keep on Truckin' " character, whose creator, the cartoonist R. Crumb, is a Lakewood native.

The artist even sneaked a self-portrait in the cover; he's in the TV near (what was) George Harrison's foot.

To Mr. O'Bryan and the rest of the reunion committee, the hardest part of the project, which took 170 hours of computer work to create, was choosing which of the 450 students would be part of the takeoff. But their efforts were well rewarded when the spoof received a standing ovation from alumni at the August reunion.

Mr. O'Bryan's plans for the 25-year reunion design? "I came home from the reunion and finished it in a half an hour," he said wryly. "It's a knockoff of 'The White Album.' "

—S.K.G.



Jim O'Bryan spent 170 hours on his computer to create this spoof of the "Sgt. Pepper" cover for his class reunion.

Tuition Vouchers Gaining Wide Support, Poll Finds

Continued from Page 1

200,000 educators serving 7.6 million students at all levels of Catholic education. "The American people are saying 'yes' to parental choice in education."

Public school groups were less enthusiastic about the findings.

Gwendolyn Gregory, deputy general counsel of the National School Boards Association, said in an interview that while a voucher system may "sound great," it "simply is not a viable notion."

Such plans, she argued, would raise "serious separation-of-church-and-state problems," benefit relatively few children, and drain badly needed funds from public schools.

Shift in Opinion Seen

The poll's finding of strong support for government-financed voucher systems appears to reflect a major shift in opinion from just one year ago.

In 1991, when the Gallup firm asked the same question about vouchers in the annual survey it conducts for the Phi Delta Kappa education honor society, only 50 percent of the respondents said they supported the concept.

But some concern seen about diversion of public school funds.

Sister Catherine T. McNamee, the president of the N.C.E.A., said the change is "startling."

"I think people have become much more familiar with the notion during the past year," she said at the press conference, citing expanded media coverage of the concept and the adoption of some experimental programs.

The Bush Administration claimed some credit for the apparent change in opinion and used the survey results to bolster its case for a federal voucher demonstration program.

In a written statement distributed at the press conference, Secretary of Education Lamar Alexander said the change in opinion was the result of President Bush's "consistent leadership" on the parental-choice issue.

Mr. Alexander challenged Congress to "listen" to the public and enact the Administration's proposed "G.I. bill for children," which would give $1,000 vouchers to low- and middle-income parents in selected cities to pay for tuition in any public or private school they chose.

"Give parents the consumer power to change our schools," Mr. Alexander urged lawmakers.

Government sponsorship of private-school choice programs has been a frequent topic of debate during this year's Presidential election campaign, with Mr. Bush strongly in favor of the idea and his Democratic challenger, Gov. Bill Clinton of Arkansas, strongly opposed.

Sister Catherine said the N.C.E.A. hopes "that both political parties will pay strict attention to what the American people are saying in this poll."

"It should not be just a partisan issue, it should be an American issue," she added.

Support Among Minorities

The poll found high levels of support for vouchers in principle among minority groups.

Eighty-six percent of African-American respondents said they supported vouchers, the highest favorable rating among all groups studied. Support was also expressed by 84 percent of Hispanics.

When asked whether tax money now going to public schools should be used to pay for vouchers, 76 percent of the black respondents said yes, as did 67 percent of the Hispanics.

"The civil-rights issue of the 1990's is quality education for all," Robert J. Kealey, executive director of the N.C.E.A.'s elementary schools department, said at the press conference. "The cry of the African-American community and the Hispanic-American community has become a roar."

The pattern of strong support for vouchers in general, but somewhat less support for plans that would divert revenues from public schools, was apparent among other groups as well. For example:

- Eighty percent of Roman Catholics support vouchers in general; 70 percent support the use of public-school revenues for such plans.
- 78 percent of parents with children in school support the concept, but only 68 percent support the diversion of funds from public schools.

Shifting funds from public schools was also backed by 78 percent of the respondents with children in Catholic or private schools and 73 percent of those between the ages of 18 to 34, but by only 47 percent of those 55 and older.

The poll also produced findings that appear to challenge the argument of school-choice opponents that parents do not have enough information about school alternatives to be able to make wise choices for their children.

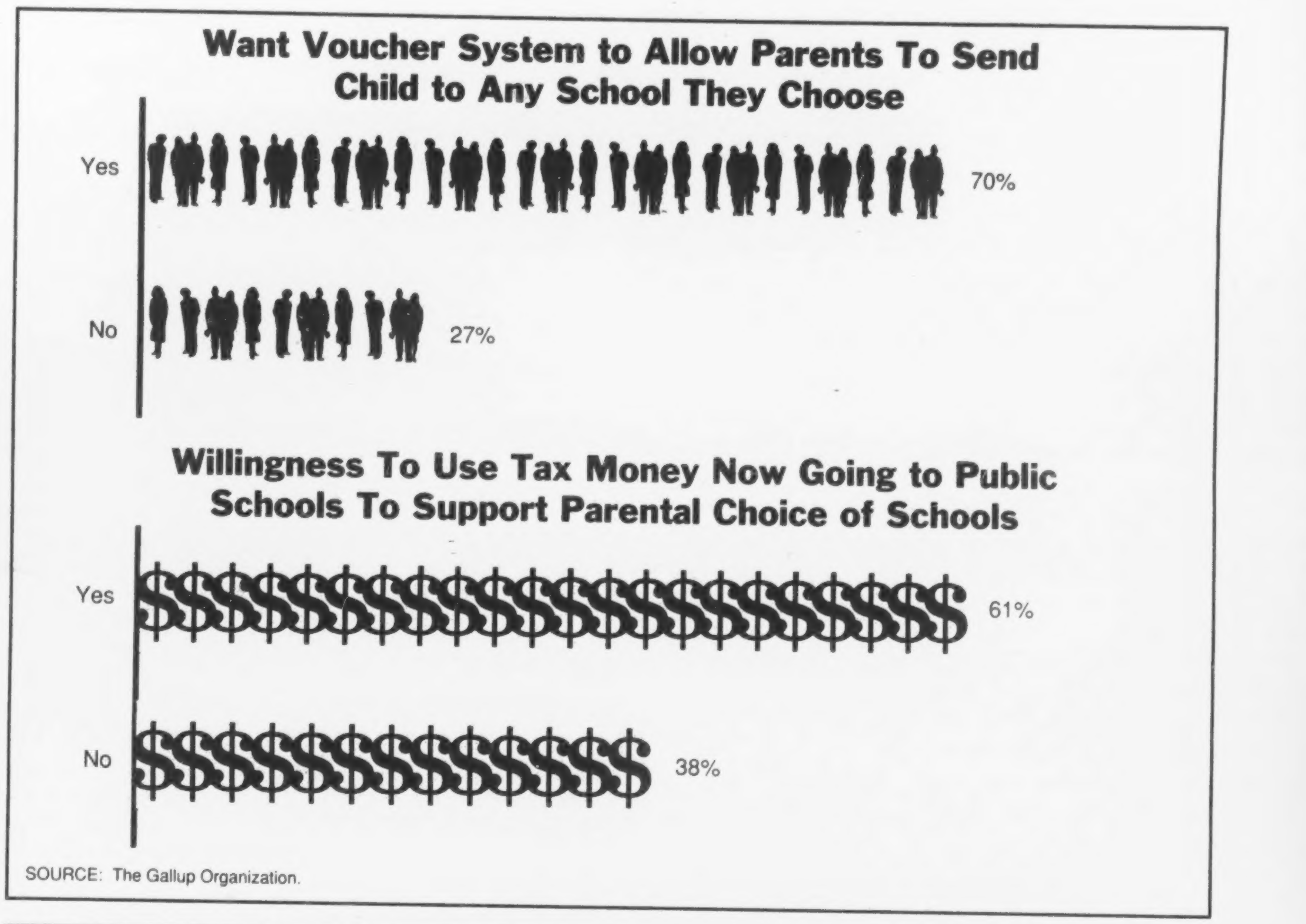
Fifty-three percent of all the respondents to the poll said they had such information, as did 60 percent of those with school-age children and 80 percent of those with children in Catholic or private schools.

The poll also found that 59 percent of the respondents said all families should be eligible for a voucher program if it is supported with tax dollars. Twenty-seven percent said only poor and moderate-income families should be eligible, and 10 percent said only poor families should benefit.

The poll also asked respondents if they would support public funding for choice programs that would benefit church-affiliated schools if the U.S. Superme Court ruled that such programs were constitutional. Sixty-four percent of the general population would favor such a plan, the poll found.

In a similar vein to the annual Phi Delta Kappa poll, the N.C.E.A. survey asked respondents to assign a letter grade to public schools and Catholic schools. Sixty-two percent gave Catholic schools an A or a B but only 24 percent gave public schools such high marks.

Copies of the executive summary of the study, "The People's Poll on Schools and School Choice: A New Gallup Survey," can be obtained from the N.C.E.A., 1077 30th St., N.W., Washington, D.C. 20007; (202) 337-6232.



SOURCE: The Gallup Organization.

EDUCATION WEEK
NMSA
San Antonio
Nov. 5-8

Last Stop: San Antonio!

Conventions in Print is heading for its last stop... at the National Middle School Association convention.

San Antonio is the final stop on our 1992 tour of six of the major education conventions.

If you plan to attend or exhibit at this important convention in American education, you will find Conventions in Print invaluable.

Association Members: We'll tell you about the main speakers at the conference. We'll give you useful information and tips on what to see, where to eat, entertainment, and recreation. And we'll also list the products and services you'll find in the exhibition hall.

If you can't attend, Conventions in Print will at least let you participate vicariously. Nothing beats being there, but if you can't be there, nothing beats Conventions in Print.

Exhibitors and Advertisers:
If you exhibit at this convention, you should advertise in Conventions in Print. You're assured of reaching more than 155,000 top educators (our regular weekly readership plus special distribution on the convention floor). You'll want to make sure these decisionmakers know where to find you, during the convention and after they've returned home.

Even if you're not going to the convention, you can still be a part of Conventions in Print and get the benefits of bonus distribution with no increase in our regular rates.

Advertising reservations and copy for the NMSA Conventions in Print, published with the October 21 issue, are due in our offices by October 9.

For more information on dates, rates, or your advertising options in Conventions in Print, call Michael McKenna at 202/686-0800 or 800/346-1834.

For more information on attending or exhibiting at this convention, contact the organization directly.

National Middle School Association
San Antonio, November 5-8, 1992
Annual conference department (attendee information), (614) 848-8211
Betty Wilson (exhibitor information), (614) 848-8211

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 5 · October 7, 1992

© 1992 Editorial Projects in Education / $3.00

Red Huber/The Orlando Sentinel

Gregory Kingsley, 12, who took legal action on his own behalf, won the right to sever ties with his mother so he could be adopted by his foster parents.

Rights of Children, Roles of Families Eyed in Fla. Case

By Deborah L. Cohen

The decision by a Florida judge granting a boy's request to terminate his mother's parental rights was significant in allowing a minor to seek protection of his own interests in court, experts across a wide range of disciplines agree.

But the impact of the ruling late last month will be muted, many of these observers say, if it does not spur improvements in the child-welfare system's ability to protect children at risk and a heightened recognition of the importance of family bonds and what it takes to nurture them.

The outcome in the highly publicized case of 12-year-old Gregory Kingsley rested on evidence that he had been neglected by his parents and bounced between foster homes and institutions over several years.

The case dramatized the need for "the most important family value we have—a functioning family to support each child," said Peter Forsythe, the former director of children's programs for the Edna McConnell Clark Foundation.

"I hope that's the centerpiece of this ruling," he said.

If the case "doesn't lead to the conclusion that we should be doing more before these situations develop" to support families, said Laura M. Purdy, a philosophy professor at Wells College who has written a book argu-

Continued on Page 21

New Approaches Blurring the Line Between Public and Private Schools

This article is the first in an occasional series on new arrangements for providing public education.

By Lynn Olson

It used to be so simple: The government paid for—and provided—public education.

Today, though, new approaches are challenging the government's once-unquestioned role as the direct provider of school services.

Public vouchers are being used to pay for private education, and private firms are operating public schools.

Some corporations are underwriting design efforts to transform the public schools; others are investing in for-profit enterprises to compete with them. In Minnesota, a private school has even opted to become public.

"The whole notion between public and private is being blurred," John Witte, a professor of political science at the University of Wisconsin at Madison, observes.

What all these new arrangements have in common is a belief that the entrenched public school bureaucracy will not change willingly or quickly. To crack it open, reformers are proposing a variety of private and quasi-private alternatives that rely on the use of market forces and competition to do what they say regulation and exhortation have not.

While the number of such experiments is small, their acceptance is growing rapidly as policymakers become more desperate to fix the schools. Given this more congenial climate, new twists on how to deliver public education are surfacing with increased regularity.

NEW ARRANGEMENTS
THE CHANGING DEFINITION
OF PUBLIC SCHOOLING IN AMERICA

This look to the private sector is hardly unique to education. One of the most popular books in policymaking circles this year is *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector.*

The book, written by Ted Gaebler and David Osborne, advocates making government services leaner and more effective, in part by throwing them open to competition, funding outcomes rather than inputs, and giving employees an incentive to earn money, not just spend it.

Proposals to contract out the operation of state prisons or citywide garbage collection, for instance, reflect the belief that private firms can accomplish results

Continued on Page 18

Teacher Unions Try New Strategies To Lobby for Share of State Funding

By Karen Diegmueller

Prospects for the public schools in recession-racked New York State looked bleak last spring as educators braced for an anticipated $240 million reduction in state aid, the third massive cut in as many years. But when it came time to adopt a budget, legislators not only spared education but slightly increased funding to schools.

Although the change can be traced to a number of different factors, a public-relations campaign by the New York State United Teachers played an important part in holding the line on education cuts.

For the first time, the teachers' union shelled out more than $1 million on a media blitz to marshal grassroots support for its agenda. Television, newspaper, and billboard advertisements bombarded New Yorkers with the message that their way of life and their children's futures were in danger if the cuts went through. Included in the ads was a toll-free telephone number that the public was asked to call to stop the education cuts; callers were given advice about contacting their representatives.

Combined with the media crusade was a poll commissioned by NYSUT showing that a majority of New Yorkers would rather pay higher taxes than allow education to deteriorate.

The union's actions represent a subtle shift in strategy that is evident in other states across the nation as well. While not abandoning their traditional tactics, teachers' unions are looking for new ways to sway state lawmakers during a time of tight budgets and an increasingly crowded field of competing pressure groups.

"We believe that while a 30-second ad

Continued on Pa

Reform Measure Dies—Except as Campaign Issue?

Both Parties Acknowledge Debate's Political Nature

By Julie A. Miller

WASHINGTON—Legislation to support state and local school-reform efforts and authorize a federal role in developing national education standards died last week—except, possibly, as a campaign issue.

The bill was approved by the House on Sept. 30, but the Senate fell one vote short of cutting off debate on the measure two days later, eliminating any chance that a vote on the bill could be taken before Congress recessed this week.

In floor debate, senators said the White House had taken no public position on the motion to close off debate, and Administration officials said they had not encouraged the move by conservative Republican senators to block consideration of the bill.

But the vote on the cloture motion was a party-line 59 to 40, with only two Republicans voting to take up the legislation.

Earlier, White House officials had said President Bush would veto the measure if it managed to overcome the procedural roadblocks, according to Republican aides.

In a letter to lawmakers, Secretary of Ed-

Continued on Page 32

Christian Activists Set Their Sights on School Board Seats

By Ann Bradley

Local school board races have become the new battleground for politically conservative Christian activists who believe that the public schools must be purged of their prevailing "atheist" philosophies in favor of a biblically based approach to education.

ELECTION '92

Robert Simonds, the president of Citizens for Excellence in Education, who is leading the major national effort to elect conservative Christians to school boards, said his group is "at war with an ideology that is destroying our children and our nation."

On Nov. 3, Mr. Simonds predicted, as many as 3,000 Christians who share his views will be elected to boards across the nation. Last year, he estimates that 1,250 like-minded Christians won office with C.E.E.'s support.

Mr. Simonds, a former pastor and college professor, founded the Costa Mesa, Calif.-based organization in 1983. Today, he says it has 1,085 chapters in all 50 states.

The group identifies itself as a "grassroots Christian ministry" dedicated to re-

Continued on Page 16

Also in the news

5 **Children's Television**
Advocates charge that television stations think cartoons and "Leave It to Beaver" are educational.

10 **Grants for Girls**
The philanthropic community is weighing how a recent report on gender equity may affect grant-giving.

28 **Making Progress**
A report on the national education goals finds "modest progress" toward achieving the targets.

IN SUMMARY

Demanding Diversity
The National Science Foundation has proposed tripling the number of black and Hispanic teachers of *science* and mathematics by the end of the decade.
Page 5.

Gone Fishin'
Older principals across the country are leaving the profession in record numbers, according to the National Association of Secondary School Principals.
Page 6.

Back on the Job
Following a 27-day strike, Detroit teachers returned to work last week after reaching an agreement with the school board that expands the district's "empowerment" experiment.
Page 13.

Critiquing Cleveland
The Cleveland school district needs to overhaul how it does business if it is to gain public confidence and improve the schooling of its 71,000 students, a report concludes. **Page 15.**

Voucher Suit Advances
California education officials have suffered a setback in their attempts to derail a lawsuit demanding private school vouchers for low-income students in Los Angeles.
Page 20.

Freeing Up Schools
Despite strong opposition from major education groups, the New Hampshire state board of education has voted to eliminate a number of statewide minimum standards for schools. **Page 22.**

Making His Mark
By championing educational technology, Sen. Conrad Burns of Montana has made a name for himself in his first term on Capitol Hill.
Page 29.

Ballot Box	**30**
Books	**34**
Capital Update	**31**
Commentary	**33 and 40**
Deadlines	**35**
Federal File	**27**
Focus On: Administrators	**6**
Legislative Update	**24**
Letters	**34**
Marketplace	**36**
Philanthropy	**10**
State Journal	**22**
Testing	**14**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 5. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Survey Finds Lower Pay for Female Association Executives

An annual survey of the compensation of the chief executives of national associations finds that, when education and other factors are controlled for, there is a "significant difference" between the salaries paid to male and female executives.

"It looks like it's about 14 percent," said Jeannine M. James, the president of the American Research Company, which produced the report.

The median compensation for male executives this year is $85,638, compared with $73,931 for women, the report says.

The survey notes, however, that because men tend to run associations that generate larger revenues, "we cannot be totally certain that women are paid less for the same jobs."

The survey indicates that 92 percent of the chief executives at associations with annual revenues of $1.8 million or more are men. Fifty-three percent of the women surveyed head associations with annual revenues of $500,000 or less.

Ms. James also said that the statistical techniques used in the study do not take into account the years of experience in a particular job.

The annual survey is based on data obtained from 1,376 associations through tax returns or a mail survey. Of those, 696 were trade associations and the remainder were individual-membership associations.

Education associations constituted 134 of the responses tabulated—the second-largest category after agricultural associations, Ms. James said.

Executives at education associations—a category that includes libraries—earn anywhere from $16,061 for small-revenue groups to $200,292 for groups with revenues of $50 million, the report says.

For information on the report, call or write the American Research Company, 10003 Robindale Court, Great Falls, Va., 22066; telephone (703) 759-3188.

■ **KinderCare Learning Centers, the nation's largest child-care chain, announced last week that creditors will take over 86.5 percent of the company's common stock as part of a major restructuring to reduce the company's long-term debt.**

The company indicated in a statement announcing the plan that it might file for bankruptcy, but said it would not have to if all the creditors agree to a restructuring outside of bankruptcy court. If there is a bankruptcy filing, the statement said, it should last no longer than a few months, "given the high level of creditor support."

The restructuring plan, which is expected to reduce the firm's long-term debt from $590 million to about $237 million, will leave current stockholders with only 1.35 million of the 10 million shares of the new common stock. They will be issued warrants to purchase an additional 1.9 million shares at $25 a share.

In the statement, Tull Gearreald, the president and chief executive officer of KinderCare, said the plan would create a "healthy financial base for future growth" and advised parents that during the restructuring process the firm "will continue to provide the same high level of care as always." ■

STATES

Ore. Appeals Court Rules Schools May Hire Paid Strikebreakers

The Oregon Court of Appeals has ruled that a state law barring the hiring of professional strikebreakers does not apply to schools.

Following a teachers' strike in the McMinnville district in 1990, a resident sued the school board, charging that replacement teachers were illegally hired and paid with public funds.

In a 5-to-3 ruling, the appeals court last month upheld a lower-court ruling that the law refers to private employers only, not government agencies. The law defines a professional strikebreaker as someone who has replaced strikers at least twice within the previous five years.

"When the legislature has intended to include public bodies within the definition of 'employer' it has expressly provided for that," Judge Edward Warren wrote for the majority.

But dissenting judges argued that the law clearly applies to school districts and that the court should not "insert into the statute what the legislature has left out."

Teachers' union officials said the ruling severely weakens their bargaining power.

"If you can't use this strike lever, you are forced to settle for less than you want," said Jane Howard a spokeswoman for the Oregon Federation of Teachers.

■ **The Minnesota state affiliates of the two national teachers' unions have signed a truce ending their battles over potential new members.**

Leaders of the Minnesota Education Association and the Minnesota Federation of Teachers agreed to ban school-district elections to decide which union can bargain on behalf of teachers in contract negotiations.

Together, the two unions have some 70,000 members.

Union officials told a news conference last week that competition between the organizations had become divisive, and that the new agreement may signal an eventual merger.

Also last week, teachers in the Rosemount-Apple Valley-Eagan district in the state voted to merge their locals of the two state affiliates.

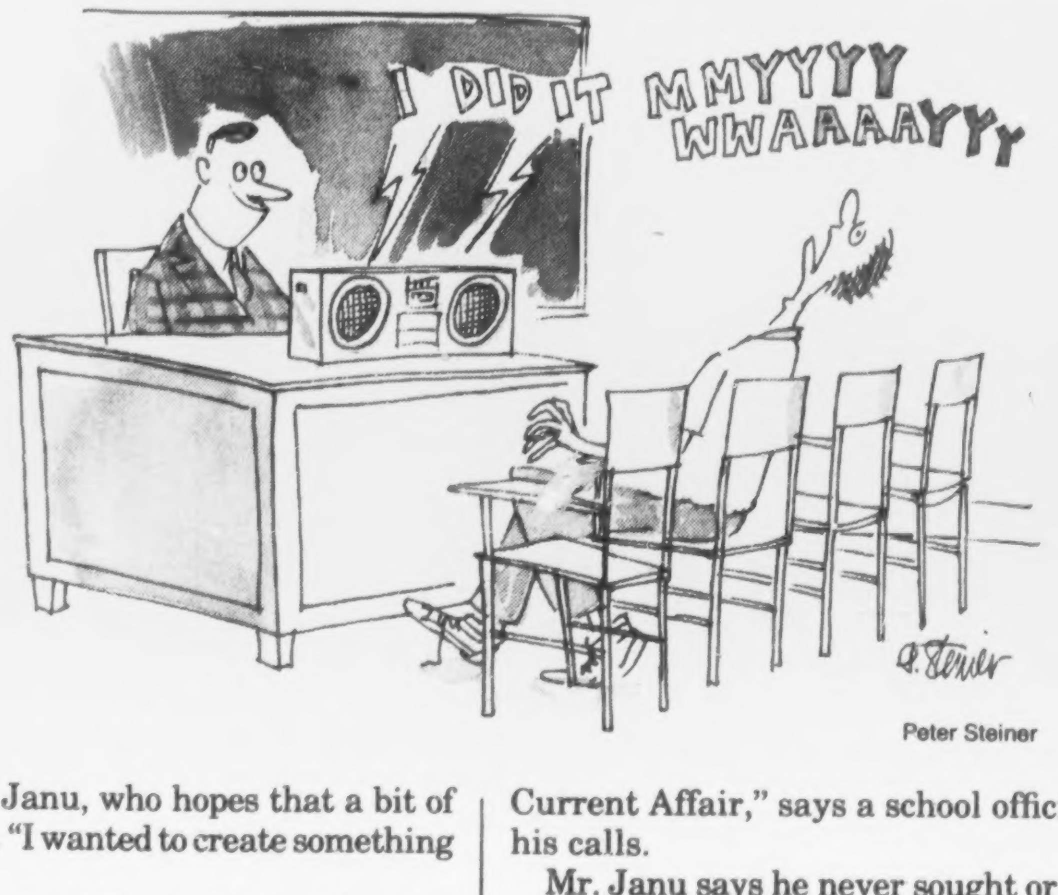
■ **A West Virginia circuit-court judge has dismissed a lawsuit charging that the state has manipulated school-consolidation policy.**

Judge Herman Canady termed the lawsuit, filed last spring by a coalition of 28 rural groups opposing school closings and consolidations, "without merit."

The class action alleged that the policy of "forced massive consolidation" espoused by the state school board and school building authority deprives students in rural areas of equal access to education. It also asserted that these agencies unfairly withhold state funds from rural schools that refuse to consolidate.

The coalition has not yet decided whether to appeal the ruling.

Sentenced to Sinatra


I DID IT MMYYYY WWAAAAYYY
P. Steiner

Peter Steiner

You've heard of "The Breakfast Club." Now meet "The Frank Sinatra Detention Club."

That's the name an enterprising high school history teacher in Riverside, Ill., has given to his method of disciplining students.

Bruce Janu, a 24-year-old ficionado of "big band" jazz who teaches at Riverside Brookfield High School, requires his students who are tardy or who act up in class to spend a half-hour after school listening to his favorite Frank Sinatra tunes.

"He's a great singer," says Mr. Janu, who hopes that a bit of culture will rub off on his students. "I wanted to create something they would remember."

During the session, students are forbidden to do anything but listen to 30 minutes of such Sinatra classics as "My Way," "That's Life," and "I've Got the World on a String."

Not that students seem to appreciate the music, concedes Mr. Janu, who notices students rolling their eyes and grimacing as the songs start up.

He is also not sure his method is leading his charges to better behavior, since he has had numerous repeat offenders.

They could, of course, be closet Sinatra fans eager for another session.

Mr. Janu's novel tactics are quickly turning him into, if not a legend, a bit of a star himself. He's received phone calls from across the United States and from Europe, and has been invited to appear on "Good Morning America" and "A Current Affair," says a school official who has been screening his calls.

Mr. Janu says he never sought or expected this kind of media attention, but admits that he's having fun with it.

And if he tires of Sinatra, Mr. Janu says, he may well add such other vocal greats as Tony Bennett and Mel Torme to the playlist.

Call it "Frank Sinatra and Friends."

—J.C.

Panel Finds 'Modest Progress' Toward National Education Goals

By Robert Rothman

WASHINGTON—The second annual report on the national education goals for 2000 shows that the nation has made "modest progress" toward achieving the targets, members of the National Education Goals Panel said here last week.

Presenting some new and revised data released since its first report a year ago, the panel of governors, Bush Administration officials, and members of Congress reported positive trends in high school completion rates, Advanced Placement course enrollments, and student drug and alcohol use.

It also noted that federal spending on programs related to the goals rose by $4.6 billion, to $75 billion, over the past year.

And, the report notes, in that time, the panel has made progress toward developing methods of assessing school readiness, student achievement against national standards, and adult learning.

But the panel also found that, in many ways, the United States lags behind other countries, and it attributed the relatively low levels of performance to a lack of high standards for student achievement.

"We want to create high expectations, great expectations for excellence," said Gov. Carroll A. Campbell of South Carolina, the panel's immediate past chairman. "That's something that's been missing."

But some educators warned that achieving the goals will require much more than raising expectations and measuring progress.

"Everyone is chomping at the bit because this is just laying down the baseline," said Gordon M. Ambach, the executive director of the Council of Chief State School Officers. "The real question is, what are the strategies? What are the states and the federal government going to do to achieve the goals?"

Not Last, But Not First

Formed in 1990 by the National Governors' Association, the goals panel was charged with monitoring progress toward the six national education goals set that year by President Bush and the nation's governors.

The goals state that by 2000: all children will start school ready to learn; the high school graduation rate will increase to at least 90 percent; students will demonstrate competency in challenging subject matter; students in the United States will be first in the world in mathematics and science achievement; every adult will be literate; and every school will be free of drugs and violence.

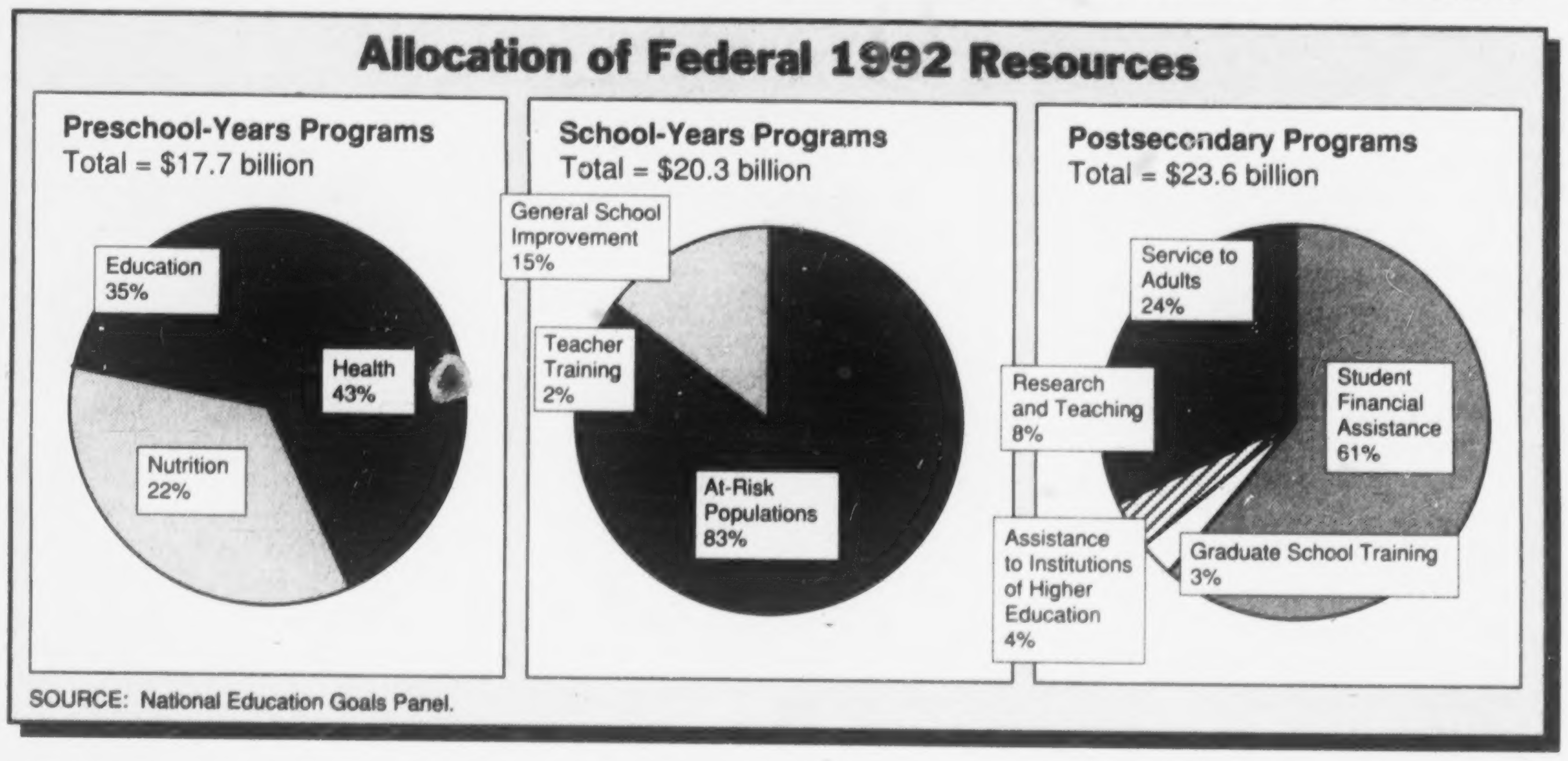
In its first report, the panel found that the nation appeared far from reaching the six targets. But it also found that, in many key areas, data to assess progress were nonexistent or inadequate.

Over the past year, however, the panel identified additional sources of information on the goals and took steps to develop new measures.

The 1992 report begins, in fact, with a new section showing how American educational performance compares with that of other nations.

Citing data from a range of international studies, the report shows that, on several measures, the United States' performance ranks high. In high school and college completion, basic reading and geography achievement, and mathematics and science degree-granting, it notes, the United States outperforms much of the world.

But, it points out, the United States continues to lag in math achievement as early as the 1st grade, and the high school graduation-rate gap with other nations is closing.



SOURCE: National Education Goals Panel.

"It's encouraging to know we are not last," said Gov. E. Benjamin Nelson of Nebraska, the goals panel's chairman. "The key here is that we want to be first."

'Stubborn' Graduation Rate

In examining the six education goals, the panel found, as it did last year, that there is as yet no method for directly measuring whether students are ready to start school.

But the data that are available indicate "something we need to be concerned about," according to Mr. Campbell.

For example, the report notes, in 1991, fewer than half of all preschoolers were read to daily or were told stories by their parents several times a week, and one-third had been taken to the library during the previous month.

The goal of insuring a 90 percent graduation rate is the one the nation is closest to attaining, Mr. Campbell said.

Nevertheless, the report states, the graduation rate remains "stubbornly consistent" at 85 percent. And data from a federal survey show that a large proportion of students who drop out between 8th and 10th grades do so for academic reasons, rather than for personal reasons, and that many would return to school if they were provided additional tutoring and assistance.

"Those don't sound like kids who don't care," said Gov. Barbara Roberts of Oregon.

Encouraging Data on Drugs

The report also notes, in examining data on student achievement, that the number of students who took A.P. examinations increased between 1991 and 1992, and that nearly two-thirds of them attained scores high enough to earn college credit.

But it states that, despite the increase, only 78 out of every 1,000 11th and 12th graders took the exams.

The report also cites data showing that students seldom participate in community service, a key measure of citizenship.

In some of the most encouraging data in the report, the panel indicates that the use of alcohol and other drugs declined from 1991 to 1992, and that drug use in and out of school has dropped substantially since 1980.

But it also points out that the number of students who reported being threatened with a weapon has increased, and that threats and injuries are more common to younger students than to their older counterparts.

In the section on the federal government's role in meeting the goals, the report states that the total contribution from all agencies in fiscal 1992 was $75 billion, including $17.7 billion for before-school-years programs, $20.3 billion for activities in the school years, and $36 billion for postsecondary programs.

But Keith B. Geiger, the president of the National Education Association, said the figures are misleading, since they include everything from military training to Medicaid.

"Of that $75 billion, elementary and secondary schools get a mere 15 percent of the resources—and about 95 percent of the blame for educational deficiencies," he said.

Shaving Spending, Conferees Adopt Funding Bill for E.D.

By Mark Pitsch

WASHINGTON—House and Senate conferees last week agreed on a $241 billion social-services spending bill for fiscal 1993 that includes $28.26 billion for the Education Department.

The House had approved a measure calling for $28.93 billion for education programs, compared with $28.46 billion under the Senate's version of the bill. President Bush recommended $29.24 billion in education spending, up from $27.26 billion last year.

The conference committee initially settled on $28.49 billion for the Education Department, but reduced that amount by 0.8 percent in order to meet a spending target for the overall appropriations bill. Labor and health programs were pared by the same percentage.

The conference report accompanying the bill, HR 5677, was expected to reach the floors of both houses by last weekend as lawmakers sought to adjourn by the end of Oct. 5.

Because fiscal 1993 began on Oct. 1, Congress last week approved a continuing resolution that will fund all programs at their fiscal 1992 levels until appropriations bills have been passed and signed by the President.

The President said he would sign the continuing resolution, but ruled out signing a longer-term resolution, jeopardizing appropriations bills that were not passed by Oct. 5.

Noting their tight schedule, conferees made two concessions to the Bush Administration in developing the conference report on HR 5677: They crossed out a provision included in the Senate bill, but not in the House version, that would have allowed federal funding for the abortions of poor women who had become pregnant through rape or incest, and they planned to set the entire bill's price below the President's request.

Mr. Bush threatened to veto the bill if it contained the abortion language or if its grand total exceeded his request.

It was unclear late last week exactly how much money the conference report allotted for education programs because conferees, the Congressional Budget Office, and the Office of Management and Budget were still reviewing some of the committee's actions.

Initial Levels

The conference committee set the following spending levels for selected education programs before slicing off 0.8 percent to meet its spending target for the entire bill:

- $6.76 billion for compensatory-education programs, of which $6.175 billion would go for Chapter 1 program grants. The overall amount represents a split between the House and the Senate totals; the Chapter 1 amount is $4 million greater than the House's level and $7 million less than the Senate's.
- $227.5 million for bilingual education, a split between the House and Senate levels.
- $2.99 billion for special education, $71 million more than under the House bill and $54 million less than the Senate version.
- $1.486 billion for adult and vocational education, down $23 million from the House level and $6 million from the Senate level.
- $242 million to cover the fiscal 1992 shortfall for the Pell Grant program, the amount sought by the Senate. The House had recommended $704 million.
- $5.8 billion for Pell Grants in the new fiscal year, $100 million less than the Senate's recommendation and $267 million less than the House's.
- $2.9 billion for Federal Family Education Loans, formerly known as Guaranteed Student Loans.
- $74.7 million for educational research, the amount sought by the Senate, and $29.6 million for assessment, the amount sought by the House.

The committee provided no funds for the President's America 2000 school-reform strategy.

Spending levels for education statistics and the Fund for Innovation in Education were unavailable late last week.

Bipartisan Proposal

Also last week, a bipartisan committee assembled by a prominent policy-research organization here called for large education-spending increases over the next decade.

Chaired by Sen. Sam Nunn, D-Ga., and Sen. Pete V. Domenici, R-N.M., the panel organized by the Center for Strategic and International Studies unveiled an economic-reform blueprint urging fundamental changes in the federal tax code, spending limits on entitlement programs other than Social Security, and cuts in numerous programs to help eliminate the deficit.

The report also called for the creation of a $160 billion "Endowment for the Future" to fund education and other programs for children and to spur technological advances.

It singled out Chapter 1, Head Start, childhood immunization, and "intergenerational programs" for funding increases.

PUBLICIZE YOUR PROMOTION!

If you were recently chosen senior administrator of your organization, let us announce it in EDUCATION WEEK's APPOINTMENTS section.

To ensure accurate listings, please send us the following information:
- Full name, including middle initial
- New title
- Previous position
- Head-and-shoulders photograph (optional).

We will include announcements received two weeks before an issue's date of publication; if space is not available, the announcement will run in a subsequent issue.

Mail announcements to:

EDUCATION WEEK
APPOINTMENTS
4301 Connecticut Ave., N.W., Suite 250
Washington, D.C. 20008

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 6 · October 14, 1992

© 1992 Editorial Projects in Education / $3.00

Management Firm Finds Schools a Tough Sell

By Peter Schmidt

When John T. Golle walked into his home office one day recently, he had just logged 10,000 air miles visiting four school districts in three days, and he expected to be on the move again soon.

The chief executive officer of Education Alternatives Inc., Mr. Golle is a salesman with a tough sell: getting public educators to take the revolutionary step of entrusting their schools to his publicly held company.

NEW ARRANGEMENTS
THE CHANGING DEFINITION
OF PUBLIC SCHOOLING IN AMERICA

For the past five years, Education Alternatives has been involved in an effort to assume the operation of public schools and manage them in a way that produces

Continued on Page 13

Michel Peltier

Rachelle Arkin teaches a pre-kindergarten class at South Pointe Elementary in Miami Beach, Fla., the first public school that E.A.I. has helped run.

Court To Review Two Church-State Rulings This Term

Cases Come in the Wake Of School-Prayer Ruling

By Mark Walsh

WASHINGTON—The U.S. Supreme Court last week agreed to hear two cases that again give the Justices an opportunity to examine issues of separation of church and state in public education.

Just months after its controversial ruling that barred prayers at public school graduation ceremonies, the High Court agreed to review two lower-court rulings that upheld school districts' efforts to avoid what they viewed as impermissible support for religion.

Juvenile illegal immigrants focus of case. See Page 19.

In a case from Arizona, *Zobrest* v. *Catalina Foothills School District* (Case No. 92-94), the Court will decide whether it is constitutional for a public school district to pay for a sign-language interpreter to accompany a deaf child attending a Roman Catholic high school.

In *Lamb's Chapel* v. *Center Moriches Union Free School District* (No. 91-2024), the Court will determine whether a New York State district may open its facilities for after-school use by civic, social, and recreational groups but deny access to a group that planned to use them for religious purposes.

The two cases accepted by the High Court on Oct. 5, the first day of its new term, could lead to narrow rulings on the specific issues involved, which have surfaced a number of times nationwide in recent years.

But the cases could also become vehicles for re-examining High Court precedents on church-state relations. Several Justices have expressed a desire to redraw the lines laid down by the Court and allow for a greater recognition of the role of religion in public life.

In the Arizona case, the parents of a deaf

Continued on Page 26

Senators Ask G.A.O. To Investigate Grants For a Political Taint

By Robert Rothman

WASHINGTON—Members of Congress have asked the General Accounting Office to investigate charges that two Education Department awards competitions may have been tainted by political considerations.

In one, a top department official overrode the recommendations of a peer-review panel and decided to award a $6 million grant to a competing bidder.

The award to the McKinney (Tex.) Independent School District, expected to be announced this week, would establish a demonstration project to show how technology can help boost student achievement in core subjects.

A separate award, announced last week, would provide $23 million over five years to Ohio State University to develop and operate a new national clearinghouse for mathematics and science education.

Shirley M. Malcom, the head of the directorate for education and human-resources programs at the American Association for the Advancement of Science, which lost the clearinghouse competition, said the process appeared to have been skewed, perhaps for political reasons.

President Bush was expected to speak in

Continued on Page 23

Also in the news

19 **Action on Aliens**
Federal officials and immigrant-rights activists appear close to an agreement to insure better access to schools.

Unions Putting Time, Money, Energy To Task of Campaigning for Clinton

By Lynn Olson

WASHINGTON—The National Education Association—and, to a lesser extent, the American Federation of Teachers—has launched an all-out campaign to urge its members to help elect Bill Clinton to the White House.

"We have, for the first time, released all of our resources—a tremendous amount of resources—both staff, as well as monetary, to do our member-to-member campaign on behalf of the Clinton-Gore team," said Debra S. DeLee, the director of government relations for the N.E.A.

As of last week, approximately 60 of the organization's 500 national staff members were in the field, helping to coordinate campaign activities. "And we expect that for the last two weeks of the campaign, we'll probably have around 100 staff out there," Ms. DeLee said.

The N.E.A.'s unabashed zeal to support the Democratic candidate has raised the hackles of at least some Republican union members.

Asked their reaction to the union's effort, G.O.P. members complained that resources that would normally go to collective bargaining were being diverted, and some said they worry that the N.E.A.'s position does not reflect the opinion of rank-and-file teachers.

ELECTION '92

The union's activities could also bolster the Bush Administration's contention that

Continued on Page 24

Ill. Ballot Question Sparks Debate Over Commitment to Schools

By Lonnie Harp

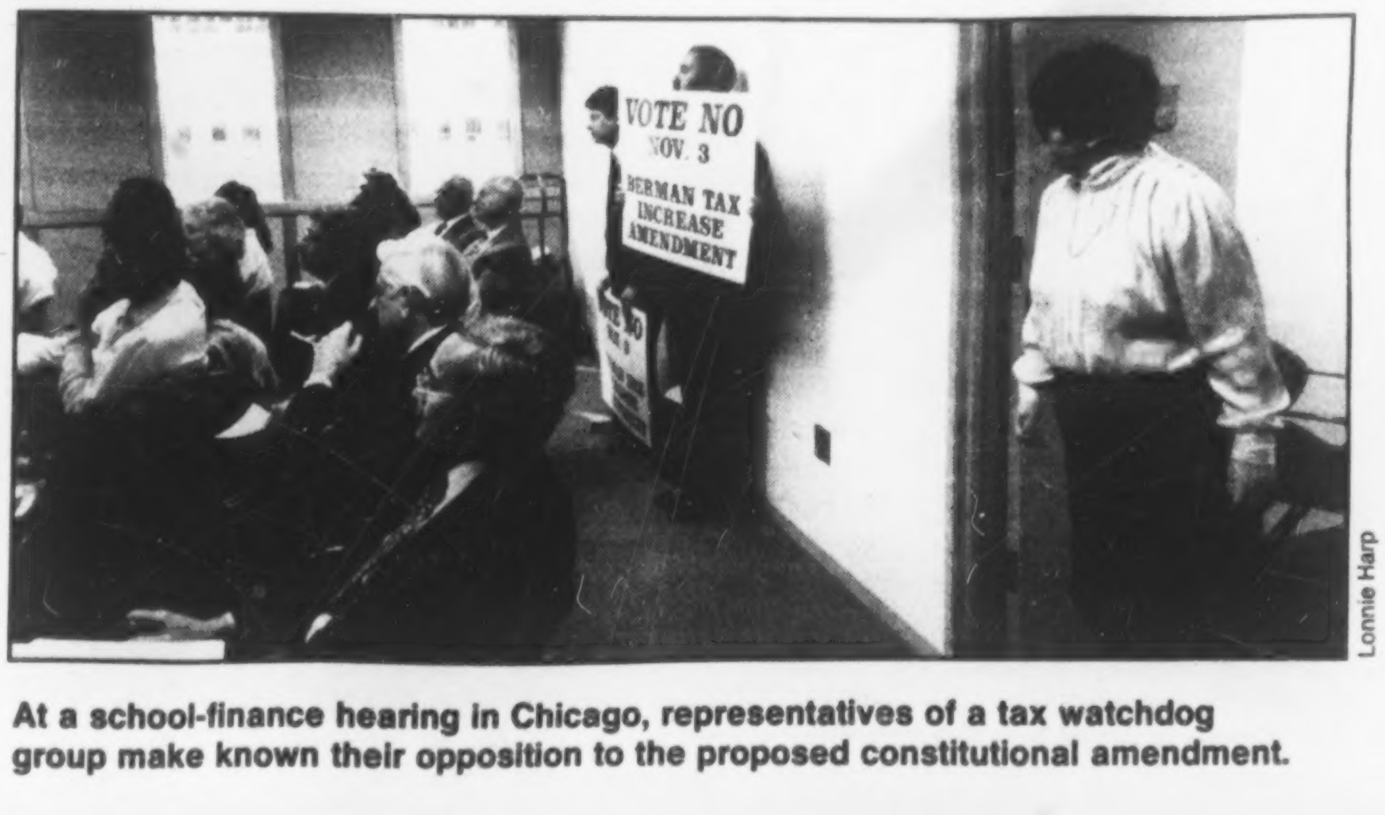
CHICAGO—A proposed constitutional amendment mandating a new school-funding system in Illinois has sparked a tense debate between business leaders and state lawmakers over each side's commitment to improving education.

Illinois voters next month will face a question of the sort that historically has been left to judges and constitutional scribes: whether the state should bear the chief burden in bankrolling public schools.

The results of the vote, observers suggest, will say a great deal about whether the public sees school funding as the obligation of the state or of individual communities.

But the increasingly vocal campaign be-

Continued on Page 17



Lonnie Harp

At a school-finance hearing in Chicago, representatives of a tax watchdog group make known their opposition to the proposed constitutional amendment.

IN SUMMARY

Las Vegas Busing
Under pressure from black parents, school officials in Las Vegas, Nev., are moving to end a 20-year-old policy of busing black children out of some neighborhoods. **Page 4.**

Hearing Its Constituents
Responding to its critics, the National Council for Accreditation of Teacher Education has offered states a new accreditation form and delayed a new reaccreditation plan. **Page 5.**

Boston Brouhaha
A Boston School Committee official has created a furor by proposing that the district give parents money for tuition at their choice of public or private schools if it fails to educate their children well. **Page 5.**

Brain Debates
Brain and behavioral researchers are debating whether television enriches a child's learning environment and affects neurological development. **Page 8.**

Books 'R' Them
The largest American toy seller is joining with the largest U.S. publisher of children's books in a venture aimed at opening children's bookshops in toy stores nationwide. **Page 10.**

Integration at Issue
Expensive, federally mandated school-desegregation plans in Kansas City and St. Louis have become a key issue in Missouri political campaigns this fall. **Page 15.**

Panel Moves Ahead
Despite the lack of a Congressional go-ahead, the National Education Goals Panel plans to establish a council to oversee development of national standards and assessments. **Page 19.**

Ballot Box	22
Capital Update	22
Commentary	27, 28, and 36
Events	30
Focus On: Curriculum	6
Marketplace	31
Publishing	28
State Journal	15
Technology	11

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 6. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Annual Report Finds Continued Growth in Precollegiate Giving

Contributions by corporations and their foundations to charitable causes totaled some $6 billion in 1991, with $2.4 billion going to educational causes, according to a report from the Council for Aid to Education.

The overall figure grew just 2 percent over 1990, marking the fourth consecutive year of slow growth in giving. In the 12 previous years, the council reports, giving grew at an unprecedented average annual rate of 14.6 percent.

The trend in giving to educational causes mirrors the general picture, the council says, with growth slowing over the past four years.

Educational giving now makes up some 40 percent of philanthropic giving, up from 36 percent in 1962, according to the report.

As usual, higher education received most of the giving—$1.7 billion in 1991. Yet the council finds "continued evidence of increasing support for elementary and secondary education." Giving to precollege education has grown from 3 percent of the education total in 1961 to 13 percent—or $300 million—in 1991.

The report notes that that total does not include donations of time, facilities, or equipment, or contributions to youth-related and health programs that have an effect on schools.

Copies of the report, "Corporate Support of Education 1991," will be available late this month for $10 each from the Council for Aid to Education, 51 Madison Ave., Suite 2200, New York, N.Y. 10010. ■

STATES

Va. Men's-Only College Illegal, Federal Appeals Court Rules

A panel of federal appeals-court judges last week overturned a U.S. District Court ruling and declared unconstitutional the men-only admissions policy at a Virginia military college because similar opportunities are not available for women.

The three-judge panel for the U.S. Court of Appeals for the Fourth Circuit said the state provided no justifiable reason for permitting the state-financed Virginia Military Institute to admit only men.

But the court did not call for the state to admit women to V.M.I. Rather, it remanded the case to U.S. District Judge Jackson Kiser, who originally upheld the constitutionality of the admissions policy. He will supervise state remedies to the situation.

The appellate panel did not mandate particular remedies, but said they could include admitting women to the institute, providing such opportunities for women elsewhere, or ending the flow of public dollars to the school.

The panel acknowledged the educational validity of the single-sex institution, and said that if women were admitted, it would alter the educational value of the institute.

Lawyers for V.M.I. said in a statement that they were "extremely pleased with many aspects of the Fourth Circuit opinion."

■ **The Iowa Supreme Court has rejected a challenge to a state law that established "drug-free zones" around schools and increased penalties for people convicted of dealing drugs in these areas.**

In making the decision, the court rejected an appeal from Andrew L. Peterson, who was convicted of selling cocaine to an undercover police officer in the parking lot of a restaurant in Waterloo. Mr. Peterson was sentenced to 10 years in prison. The trial court also imposed a penalty of five more years because the crime was committed within 1,000 feet of school property.

Mr. Peterson had contended that the statute calling for enhanced punishment was vaguely worded and that the state had to prove that students were congregating on the property in question.

The supreme court rejected those arguments. ■

DISTRICTS

Federal Report Finds Little Racial Progress in Milwaukee

Milwaukee has made significant progress in desegregating its schools, but black student achievement and race relations in the city appear to have declined, according to a report issued by the U.S. Commission on Civil Rights.

"As measured by objective criteria such as achievement scores, numerical racial balance among students, and human relations, quality integrated education has not been reached in Milwaukee, and some would suggest it has regressed," a report prepared by the commission's Wisconsin Advisory Council concludes.

The report, released last month, cautions against drawing a causal relationship between desegregation and low achievement levels, however, and posits that black student achievement might have decreased further had desegregation programs not been in place.

Blaming much of the decline in student achievement on dwindling housing and economic opportunities, the report recommends that Milwaukee and its suburbs continue interdistrict and intradistrict school desegregation programs and address racial barriers related to housing and the job market.

■ **A federal judge has reversed key aspects of his own earlier ruling and decided that students in a suburban Chicago school district may distribute a religious newspaper.**

U.S. District Judge Paul Plunkett of Chicago ruled late last month that the Wauconda school district's policy of keeping religious newspapers off school grounds is unreasonable. Ruling in the same case one year ago, the judge upheld a policy that bans the distribution of material not published by a school organization.

The case began in 1990, when Megan Hedges, then a student at Wauconda Junior High School, sought to distribute copies of the conservative Christian newspaper *Issues and Answers*. School officials, citing a policy banning religious material, barred her from passing out the paper.

After Megan and her parents filed suit, school officials amended their policy to ban materials prepared by outsiders.

In a Sept. 30 opinion, Judge Plunkett said that, after reconsidering his earlier decision, he now finds that portions of the district's amended policy go too far in restricting students' rights. He said it is "unreasonable" for schools to restrict materials to those developed by students.

Barbie's Word Problems

The latest incarnation of Barbie, the blonde bombshell of the doll world, is talking out of both sides of her pert plastic mouth and getting real people hot under the collar in the process.

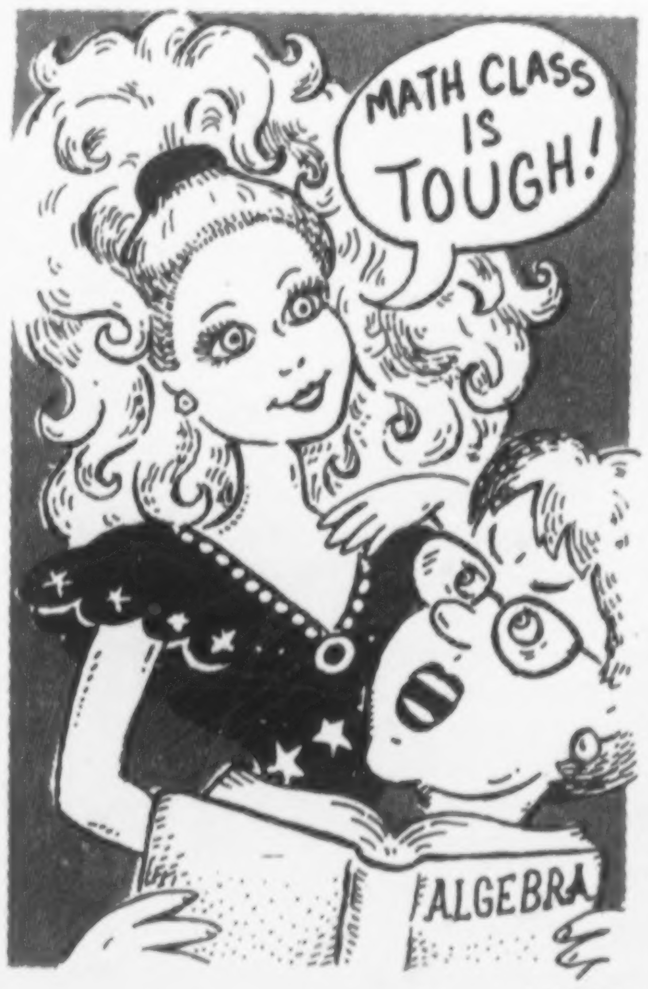
Each Teen Talk Barbie doll, introduced in July, utters four out of a possible 270 phrases. While most of the expressions are such positive observations on school and friends as "I love school, don't you?," one declaration, "Math is tough!" has focused national attention on Barbie's possible mathematical illiteracy.

The American Association of University Women this month demanded that Barbie's maker, the Mattel Company, recall the offending doll. The group cited its recent report concluding that preadolescent girls are discouraged by teachers, parents, and textbooks from taking math and science courses.

"Why can't Barbie say 'I'm good at math?' or 'Math is fun?'" asked Sharon Schuster, the group's president.

Mary Lindquist, the president of the National Council of Teachers of Mathematics, also chastised the firm for perpetuating the stereotype of women who can't figure out figures.

Despite the negative publicity, Barbie has put her size-2 foot down, and will not recant her mathphobic statement. Mattel officials have promised parents that if they don't like what a certain Barbie says, they'll replace her with a mute one.



Loel Barr

"We never meant to discourage little girls from pursuing math or science," said Lisa McKendall, a spokeswoman for Mattel. She added that the company based the phrases on a survey of what children said they would like to hear Barbie say.

The firm has also decided that if Barbie can't say anything negative about math, she won't say anything about it at all: The new models are silent on the subject.

—S.K.G.

Bush Signs Spending Bill With $28.3 Billion for E.D.

By Mark Pitsch

WASHINGTON—President Bush last week signed a $241 billion social-services spending bill for fiscal 1993 that includes $28.3 billion for Education Department programs, nearly $1 billion more than last year.

The President signed the bill, HR 5677, after Congress approved the conference agreement to the bill on Oct. 2. The House backed the bill by a vote of 363 to 47, while the Senate approved it on a voice vote.

In addition to funding education programs, the bill provides spending for health and labor programs.

In a conference committee, House and Senate conferees earlier had modified the bill in two ways in order to avoid a threatened veto by Mr. Bush. While dropping language that would have allowed federal funding of abortions for poor women who survived rape or incest, conferees agreed to impose a 0.8 percent across-the-board cut to bring the bill's discretionary-spending figure below Mr. Bush's request.

The $62.1 billion included in HR 5677 for discretionary programs in the fiscal year that started Oct. 1 is 2.8 percent greater than the amount allocated for fiscal 1992, or less than the rate of inflation. But mandatory spending, for such big-ticket programs as Medicaid, Social Security, and Guaranteed Student Loans, increased by 13 percent, to $179 billion.

Concerns Over Constraints

As in past years, lawmakers expressed their discomfort with the rising cost of entitlement programs and the inability of Congress to use dollars targeted for defense or international programs for domestic needs.

For fiscal 1994, Congress will operate with only a single budget cap, but even then appropriators are not expected to have much more money to work with.

Other than expressions of concern over budget constraints, debate on the conference agreement was relatively low key.

But Rep. Carl D. Pursell of Michigan, the ranking Republican on the House Appropriations subcommittee on education, took Congress to task for not authorizing any of President Bush's education program.

"It is unfortunate . . . that we could not seriously debate a lot of the education programs that the Administration had proposed that were obviously good policies," said Mr. Pursell, who is not seeking re-election.

The retiring legislator also warned his colleagues to "watch very carefully the mandates that the special interests, particularly the [National Education Association], are trying to force on local education."

CAPITAL DIGEST

E.D. Issues Long-Awaited Special-Education Rules

New federal rules require that special-education students have plans for post-school transition included in their individualized education plans by the time they are 16.

The long-awaited rules, published in the Sept. 29 *Federal Register*, require planning meetings that include students, parents and representatives of social-service agencies that will work with the students later on.

The rules, which implement changes Congress made in 1991, also specify that a new requirement that schools provide assistive technology applies only to special education students. Administrators had feared that the original language proposed by the Education Department could be interpreted to require schools to provide devices, such as eyeglasses, for nondisabled students.

The rules are to take effect Nov. 12.

■ **Congress has approved compromise legislation reauthorizing the Juvenile Justice and Delinquency Prevention Act** and sent the measure on to President Bush, who is expected to sign it.

The House passed the bill Oct. 2, and the Senate approved it last week.

HR 5194, which also reauthorizes the Runaway and Homeless Youth Act, nearly doubles the current spending ceiling for juvenile justice to $150 million and authorizes $115 million for related programs.

However, a House aide said budgetary restrictions make it unlikely that the programs will receive significantly more than the $77 million appropriated for the current year.

The legislation retains many of the provisions of an earlier House bill. *(See Education Week, May 27, 1992.)*

■ **The Education Department last week awarded $13.7 million to help revamp science and mathematics education.**

Florida, Nebraska, New Jersey, New York State, Rhode Island, and the District of Columbia received a total of $1.7 million in three-year awards to develop curriculum frameworks in the subjects. The frameworks are expected to be linked to emerging national standards in the fields.

The department also awarded $12 million to the 10 national educational laboratories to create regional consortia to distribute to schools curricula, materials, and assessment tools tied to the standards. The consortia are also expected to provide guidance on effective teaching methods.

DATABANK

Final Education Department Budget for Fiscal 1993

	FY 1992 Comparable	FY 1993			
		Administration Request	House Bill	Senate Bill	FY 1993[1] Final
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$5,524,310	$5,525,000	$5,469,750	$5,518,000	$5,449,924
Concentration Grants	609,930	710,000	702,900	660,000	675,998
Capital expenses for private school students	40,054	40,054	39,653	40,054	39,734
Even Start	70,000	90,000	89,100	90,000	89,280
State agency programs:					
Migrant	308,298	308,298	305,215	308,298	302,773
Neglected and delinquent	36,054	36,054	35,693	36,054	35,407
State administration	61,820	61,820	61,202	61,820	60,712
State program improvement	25,125	31,406	26,142	26,142	25,933
Evaluation and technical assistance	15,088	15,000	14,850	15,000	14,731
Rural technical-assistance centers	5,000	—	4,950	5,000	4,960
Total, Chapter 1	**6,695,679**	**6,817,632**	**6,749,455**	**6,760,368**	**6,699,452**
Migrant education:					
High-school-equivalency program	8,310	8,310	8,227	8,310	8,161
College-assistance migrant program	2,265	2,265	2,242	2,265	2,224
TOTAL	**6,706,254**	**6,828,207**	**6,759,924**	**6,770,943**	**6,709,837**
IMPACT AID[2]					
Maintenance and operations:					
Payments for 'a' children	588,540	505,540	584,587	594,540	584,758
Payments for 'b' children	136,626	—	135,260	136,626	135,414
Payments for federal property (Section 2)	16,590	16,590	16,424	16,590	16,293
Payments for decreases in federal activities Section 3(e)	1,952	—	—	1,800	1,786
Construction	27,990	10,000	27,710	10,000	11,904
TOTAL	**771,698**	**532,130**	**763,981**	**757,756**	**750,155**
SCHOOL-IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	450,000	450,000	445,500	439,000	435,488
National Programs:					
Inexpensive book dist. (inc. RIF)	10,000	10,320	9,900	10,320	10,029
Arts in education	8,600	4,900	4,851	8,000	6,944
Law-related education	6,000	0000	5,940	6,000	5,952
Total, Chapter 2	**474,600**	**465,220**	**466,191**	**463,320**	**458,413**
Drug-free schools and communities:					
State grants	507,663	507,663	502,586	507,663	498,565
School personnel training	23,863	13,863	13,724	13,863	13,614
National programs	62,133	72,133	71,412	62,133	61,636
Emergency grants	30,304	25,000	24,750	25,000	24,552
Weed and Seed	—	56,000	—	—	—
Strengthening teaching and administration:					
Mathematics and science education	240,000	248,000	245,520	248,000	246,016
Christa McAuliffe fellowships	2,000	2,064	1,980	2,000	1,964
Magnet-schools assistance	110,000	110,000	108,900	110,000	108,029
Education of homeless children and youth	25,000	25,000	29,700	25,000	24,800
Women's educational equity	500	—	1,980	2,000	1,984
Training and advisory services (Civil Rights IV-A)	22,000	22,000	21,780	22,000	21,606
Dropout-prevention demonstrations	40,000	38,200	37,818	38,200	37,705
General assistance to the Virgin Islands	4,500	—	2,475	3,000	2,455
Ellender fellowships	4,300	—	4,257	4,300	4,223
Follow through	8,632	—	8,546	8,632	8,478
Native Hawaiian Education Act	6,400	—	6,336	6,500	6,448
Foreign Language Assistance	10,000	—	9,900	12,000	10,912
TOTAL	**1,571,895**	**1,620,447**	**1,557,855**	**1,553,611**	**1,531,400**
AMERICA 2000[3]					
TOTAL	**99,115**	**767,500**	—	—	—
INDIAN EDUCATION[4]					
TOTAL	**76,570**	**81,205**	**81,274**	**81,205**	**80,583**
BILINGUAL AND IMMIGRANT EDUCATION					
Bilingual programs	147,407	156,085	154,524	147,407	149,758
Support services	12,000	11,200	11,088	11,088	10,999
Training grants	36,000	36,360	35,996	35,996	35,708
Immigrant education	30,000	30,000	29,700	29,700	29,462
TOTAL	**225,407**	**233,645**	**231,308**	**224,191**	**225,927**
EDUCATION FOR THE HANDICAPPED					
State grants:					
EHA Grants to states, part 'b'	1,976,095	2,073,300	2,052,567	2,086,000	2,052,730
Chapter 1 handicapped grants	143,000	128,700	127,413	127,413	126,394
Preschool grants	320,000	320,000	316,800	340,000	325,773
Grants for infants and families	175,000	180,600	178,794	235,000	213,280
Special-purpose funds:					
Deaf-blindness	13,000	13,000	12,870	13,000	12,832
Severe disabilities	8,000	8,000	9,405	9,405	9,330
Severely emotionally disturbed	4,000	4,000	3,960	4,400	4,147
Early-childhood education	2,500	25,000	25,740	25,000	25,167
Secondary and transitional services	19,000	19,000	21,285	23,000	21,966
Postsecondary programs	9,000	9,000	8,910	10,000	8,839
Innovation and development	21,000	21,000	20,790	21,000	20,728
Media and captioning services	17,000	17,000	17,572	18,500	17,892
Technology applications	10,000	10,000	9,900	12,000	10,862
Special studies	4,000	4,000	3,960	4,000	3,948
Special-ed. personnel development	89,800	89,800	88,902	93,000	90,223
Parent training	12,000	12,000	11,880	14,500	12,400
Recruitment and information clearinghouses	2,000	2,000	2,079	2,279	2,162
Regional resource centers	7,000	7,000	7,276	7,276	7,218
TOTAL	**2,854,895**	**2,943,400**	**2,920,103**	**3,045,773**	**2,965,891**
REHABILITATION SERVICES AND DISABILITY RESEARCH					
State grants:					
Vocational rehabilitation state grants	1,788,000	1,839,852	1,839,852	1,888,000	1,864,960
Supported employment state grants	31,065	32,059	31,065	34,000	32,273
Client assistance	9,141	9,434	9,141	9,600	9,296
Service and demonstration projects:					
Special demonstration programs	31,103	20,103	20,103	20,103	19,942
Supported employment projects	10,423	10,980	10,423	10,980	10,616
Recreational programs	2,617	2,617	2,617	2,617	2,596
Migratory workers	1,060	1,300	1,060	1,300	1,171
Projects with industry	20,390	23,100	20,390	23,100	21,571
Helen Keller National Center	5,867	6,057	5,867	6,867	6,564
Independent living	50,779	51,233	50,779	56,700	56,246
Training	36,688	36,688	36,688	41,000	39,680
National Institute on Disability and Rehabilitation Research	61,000	68,440	61,000	68,440	67,456
Technology assistance	28,000	34,400	34,400	34,400	34,125
Evaluation	1,025	2,000	2,000	2,000	1,984
TOTAL	**2,077,158**	**2,118,263**	**2,125,385**	**2,199,107**	**2,168,480**

Footnotes

[1] Includes 0.8% across-the-board cut.

[2] Includes $500 million counted as defense spending.

[3] Reprogrammed for Pell Grant shortfall and urban initative.

[4] Includes $240,122,000 to be applied to the academic year 1991-92 Pell Grant shortfall.

[5] Includes $10 million to begin administration of the direct-loan pilot program.

[6] Administered by the Department of Health and Human Services.

[7] Administered by the Department of Labor.

[8] Included in the appropriations bill for the Department of the Interior, which sustained an across-the-board cut of 0.85%.

[9] Included in the appropriations bill for the Department of Housing and Urban Development, and related agencies.

SOURCE: U.S. Congress

	FY 1992 Comparable	FY 1993 Administration Request	FY 1993 House Bill	FY 1993 Senate Bill	FY 1993[1] Final
	(in thousands)				
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
Basic grants	$949,750	$990,500	$980,595	$990,500	$972,750
Supplemental equipment grants	9,950	—	—	—	—
Community-based organizations	12,000	12,000	11,880	11,880	11,785
Consumer and homemaking education	35,000	—	34,650	36,500	34,720
State councils	9,000	9,000	8,910	9,000	8,928
Tech Prep	90,000	100,000	120,285	100,000	104,160
Tribally controlled post secondary vocational institutions	2,500	2,500	2,970	2,970	2,946
National programs	30,000	29,500	37,125	31,840	31,585
Bilingual vocational training	3,000	—	2,970	2,970	2,946
Adult education:					
State programs	235,750	260,750	258,142	256,677	254,624
National programs	9,000	9,000	8,910	8,910	8,839
Literacy training for homeless adults	9,759	9,759	9,661	9,661	9,584
Workplace literacy partnerships	19,251	19,251	19,058	19,058	18,906
English literacy grants	1,000	—	990	—	—
State literacy resource centers	5,000	5,000	7,920	7,920	7,857
Prison literacy training program	5,000	—	4,950	4,950	4,910
Commercial truck driver training	2,500	—	—	—	—
TOTAL	**1,428,460**	**1,447,260**	**1,509,016**	**1,492,836**	**1,474,540**
STUDENT FINANCIAL ASSISTANCE					
Pell grants[4]	5,472,350	6,637,637	6,586,470	5,956,928	5,997,690
Presidential achievement scholarships	—	170,000	—	—	—
Supplemental educational opportunity grants	577,000	358,000	571,230	602,000	585,280
Work-study	615,000	454,000	608,850	635,000	616,950
Income-contingent loans	4,880	5,000	—	—	—
Perkins' loans:					
Federal capital contributions	156,000	—	248,490	144,000	168,640
Loan cancellations	—	15,000	14,850	15,000	14,880
State student incentive grants	72,000	—	71,280	75,000	72,555
Grants to states to improve licensure	—	50,000	—	—	—
TOTAL	**6,897,230**	**7,689,637**	**8,101,170**	**7,427,928**	**7,455,995**
GUARANTEED STUDENT LOANS[5]					
TOTAL	**9,039,971**	**6,046,088**	**6,045,438**	**6,054,088**	**6,053,584**
HIGHER-EDUCATION PROGRAMS					
TOTAL	**827,903**	**853,481**	**831,408**	**851,245**	**837,930**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS					
TOTAL	**3,598**	**3,523**	**3,523**	**3,523**	**3,523**
COLLEGE HOUSING AND ACADEMIC FACILITIES PROGRAM					
TOTAL	**8,095**	**740**	**3,730**	**3,730**	**3,700**
EDUCATIONAL RESEARCH AND STATISTICS					
Educational research	71,000	115,000	70,290	74,695	74,097
Statistics	47,313	63,600	62,964	38,707	48,906
National Assessment of Educational Progress (NAEP)	29,900	64,800	29,601	29,900	29,364
Fund for Innovation in Education	24,000	25,000	19,800	28,000	23,709
Civic education	3,800	—	3,762	5,000	4,346
Fund for the Improvement and Reform of Schools and Teaching	9,250	9,250	9,157	9,157	9,083
Eisenhower mathematics and science education national programs	16,000	56,000	15,840	16,250	15,872
Math-Science consortium	12,000	12,000	11,880	14,000	13,590
National Diffusion Network	14,700	14,700	14,553	15,000	14,582
Blue ribbon schools	885	895	886	886	879
Javitz gifted and talented students education	9,732	9,732	9,635	9,732	9,607
Star schools	18,412	18,417	18,228	25,400	22,816
Educational partnerships	4,233	4,233	4,191	4,191	4,157
Territorial teacher training	1,769	1,769	1,751	1,751	1,737
Leadership in educational administration	370	—	—	—	—
National writing project	2,500	—	2,475	4,000	3,212
Partnerships for innovative teacher education	—	20,000	—	—	—
National Board for Professional Teacher Standards	4,880	—	4,831	4,880	4,792
TOTAL	**270,744**	**415,396**	**279,844**	**281,549**	**280,749**
LIBRARIES					
Public libraries:					
Services	83,898	35,000	83,059	83,898	83,227
Construction	16,718	—	16,551	16,718	16,584
Interlibrary cooperation	19,908	—	19,709	19,908	19,749
Training	5,000	—	4,950	5,000	4,960
Research and demonstrations	325	—	322	2,825	2,802
Research libraries	5,855	—	5,796	5,855	5,808
Library literacy programs	8,163	—	8,081	8,163	8,098
College library technology	6,404	—	6,340	3,904	3,873
Foreign-language materials	976	—	966	976	968
TOTAL	**147,247**	**35,000**	**145,774**	**147,247**	**146,069**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,900	6,349	6,286	6,349	6,298
National Technical Institute for the Deaf	39,439	41,004	39,045	41,041	47,712
Gallaudet University	76,540	78,250	75,774	78,215	77,589
Howard University	212,360	197,250	195,278	189,135	194,005
TOTAL	**334,239**	**322,853**	**316,383**	**314,740**	**318,604**
DEPARTMENTAL MANAGEMENT					
Program Administration	291,527	325,000	305,799	305,799	305,337
Office for Civil Rights	53,625	61,400	56,857	56,857	56,402
Office of the Inspector General	26,260	31,700	28,652	31,700	29,264
TOTAL	**371,412**	**418,100**	**391,308**	**394,356**	**391,003**
TOTAL, EDUCATION DEPARTMENT	**27,352,004**	**29,322,422**	**29,012,971**	**28,534,375**	**28,333,517**
EARLY CHILDHOOD PROGRAMS[6]					
Head Start	2,201,800	2,801,800	2,720,322	2,801,800	2,779,386
Comprehensive child-development centers	44,398	44,398	47,419	47,419	47,040
JOB TRAINING PARTNERSHIP ACT[7]					
TOTAL	**4,207,606**	**4,118,218**	**4,200,866**	**4,282,571**	**4,158,195**
INDIAN EDUCATION[8]					
Bureau of Indian Affairs programs, including B.I.A. schools	341,118	352,453	363,603	360,953	359,324
NATIONAL SCIENCE FOUNDATION[8]					
Education and human resources activities	465,000	479,000	465,000	510,000	487,500
ASBESTOS ABATEMENT[9]					
(Environmental Protection Agency)	57,000	—	77,275	77,275	77,275

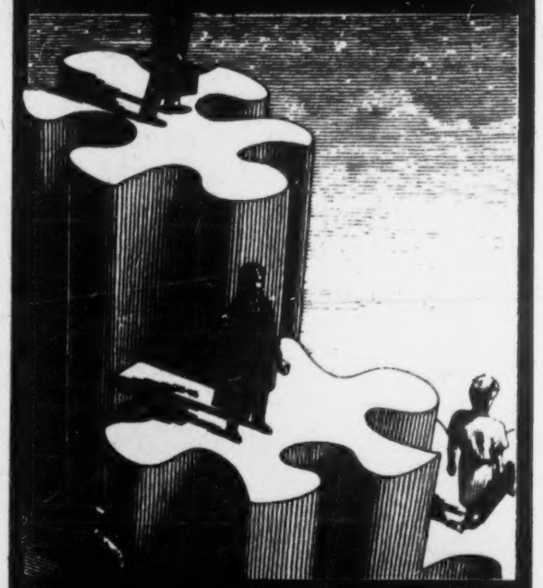
SPORTS-TECH
INTRODUCES
SPORTS FRANCHISE OPPORTUNITY

Sports-Tech's new Collegiate Services Division is offering a franchise opportunity in your area for the first time. Approximate cost per exclusive territory ranges from $5,800 to $10,000.

For more information, call or write:
Louis Napoliello
Sports-Tech International
6300 N.W. 5th Way
Fort Lauderdale, Florida 33309
(305) 772-9155

Franchises may not be qualified in the states of HI, MD, MN, NY, ND, RI, SD, WA, & WI

Discover the Solution...



The Surfside Solution!

Complete Administrative Software Packages

The Surfside Solution
for IBM and Macintosh
only $595 per module
or $2,495 complete.

The Surfside Beacon
Voice Mail
Homework System
starting at $795

Administrative software for Apple II, IBM/MS-DOS, and Macintosh

Surfside Software
INCORPORATED
Box 1112
East Orleans, MA 02643
1-800-942-9008

Teachers College Record

Education Matters

Read

DEBORAH MEIER
AMY GUTMANN
DAVID TYACK
JEANNE S. CHALL
MICHELLE FINE
AND MANY OTHERS

$24.00 a year—4 issues

Teachers College
Box 103EW
Columbia University
525 W. 120th Street
NYC 10027
(212) 678-3719

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 7 · October 21, 1992

© 1992 Editorial Projects in Education / $3.00

Study Confirms 'Fears' Regarding Commercial Tests

Low-Level Content and Pervasive Effects Found

By Robert Rothman

WASHINGTON—In the most comprehensive study of its kind yet conducted, researchers from Boston College have found evidence to confirm the widespread view that standardized and textbook tests emphasize low-level thinking and knowledge and that they exert a profound, mostly negative, effect on classroom instruction.

The three-year, $1 million study, sponsored by the National Science Foundation and released here last week, found that only a handful of the questions on major commercially available tests in mathematics and science, as well as on tests included in textbooks, measured the kinds of conceptual knowledge and problem-solving abilities reformers say should be integral to instruction in those fields.

And a survey of more than 2,200 teachers, along with site visits in six cities, confirmed that the tests influenced instruction and that most of the effects were negative, the study found. This was particularly true in classrooms with large numbers of minority students.

"The results of this study confirm our worst fears," Luther S. Williams, the head of the N.S.F.'s education and human-resources directorate, said in a statement.

George F. Madaus, the director of the center for the study of testing, evaluation, and educational policy at Boston College and the study's director, said the findings present a "depressing picture."

"If this doesn't change," he said at a press conference here, "an inordinate amount of time, attention, and preparation will be given to the wrong domains in math and science, domains that are not reflecting the outcomes we want."

But the study drew an angry response from commercial publishers, who said that they have been revamping their products to

Continued on Page 13

Crusaders in Detroit Fight To Keep Board Seats

By Ann Bradley

ELECTION '92

DETROIT—Four years ago, voters here elected a slate of four school board candidates who called themselves the HOPE team and promised to bring equity, diversity, and choice to the city's schools.

Their persistence in trying to fulfill those campaign promises, however, may prove to be the board members' undoing at the polls next month.

The HOPE team's philosophy is simple: Schools must be freed from bureaucratic constraints and given the money and authority to develop their own unique characters and programs.

But in their zeal to turn around what they criticize as a top-down school system, the board members have run seriously afoul of the Detroit Federation of Teachers, the administrators' union, and other labor groups here.

Last month, the city's 10,500 teachers and other instructional employees staged a

Continued on Page 10

Rebecca Cook

Clockwise from top left, calling themselves the HOPE team, Frank Hayden, David Olmstead, Lawrence C. Patrick Jr., and Joseph S. Blanding were elected on a platform of reform. Today, they find themselves under fire for creating "empowered" schools like Marcus Garvey African-centered academy, right.

Colo. Voters Face Menu Offering Radically Divergent Reform Fare

By Mark Walsh

ELECTION '92

GREELEY, COLO.—Gov. Roy Romer doffs his suit jacket and rolls up his sleeves before launching into his stump speech here on why Colorado voters should support a sales-tax increase and reform package for the state's public schools.

Speaking before the Rotary Club of Greeley, an agricultural center about an hour north of Denver, the plainspoken Democratic Governor scribbles feverishly on a sketch pad as he describes the financial morass of the public schools, a mess he contends was caused by the legislature.

"This is not fun to be your Governor and come into a room and say I'm going to raise your taxes," Mr. Romer tells the Rotarians. "It's not a popular stand for a politician. Why do I do it? We've got a disaster about to happen to public education. We've got a cut coming of about 11 percent. That word should not go out from Colorado to the nation."

A few hours later the same day, at a health-food restaurant in suburban Denver, another group of Coloradans also has gathered to hear about a plan to reform education. But it is a radically different vision of reform than that embodied in Amendment 6, the Governor's Children First measure.

The group of home-schooling parents

Continued on Page 18

Election Talk Aside, Education in Values Gains Momentum

By Debra Viadero

Even before officials of the national Republican Party this summer began to make the term "family values" a part of their Presidential campaign rhetoric, thousands of schools across the country were quietly carrying out their own plans to instill values in children.

Once largely acknowledged to be one of the missions of schooling, character education has received little attention from educators over the past 20 to 30 years, experts in the area say. *(See Education Week, Feb. 7, 1990.)*

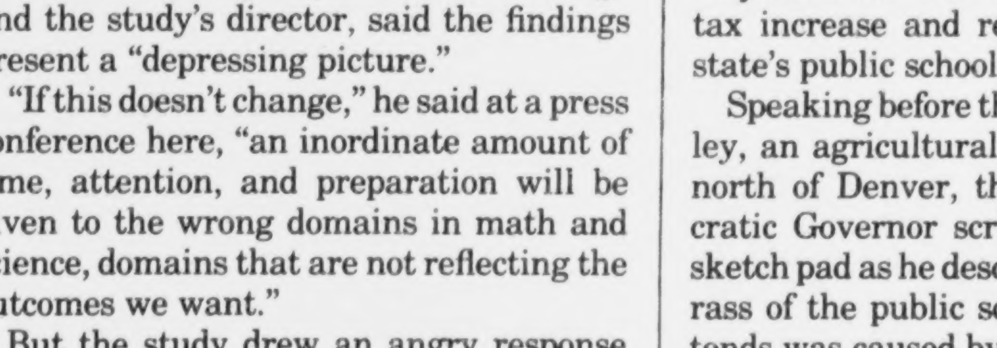
In the past five years, however, that has changed, and some signs now suggest that the movement to return values to the standard curriculum is gaining momentum. Among them:

- Representatives of national education and ethics groups have been meeting since last spring to form a coalition devoted exclusively to promoting and supporting efforts, both in and out of schools, aimed at developing good character in young people.

Formal plans for the network, known as the Character Education Partnership, will

Continued on Page 12

Beethoven Project, at 5, Still Seeks 'Fighting Chance' for Children



Yael Routtenberg

From left, Larry and Jacquelyn Moore with their two daughters, Marissa and Marquetta, at the Beethoven Project.

By Deborah L. Cohen

CHICAGO—Marshall Ray's parents are proud that their 5-year-old son can spell his name, recite his telephone number and address, and has a big vocabulary for his age. And they beam when they tell how Marshall scored higher than most of his classmates on a test he took before entering kindergarten.

But it is not these traditional measures of readiness that they first mention when asked to gauge how well equipped their son was for school.

Instead, they brag that he works well with others, that he understands his place in the family, and that he discerns what it means "to have trust and distrust."

"He knows what it is to walk in strength, to walk in self-esteem," his father and namesake, Marshall Ray, says. "There are certain things we can't get away with because he picks it up right away."

Continued on Page 14

Also in the news

15 **An Anti-Gay Agenda?** Oregon voters will decide the fate of a measure that would require schools to discourage homosexuality.

IN SUMMARY

A Call for Change
The Education Department and the National Science Foundation have released their first joint statement calling for changes in the way science and mathematics are taught. **Page 4.**

Bucking the Chancellor
Five New York City community school boards are bucking Chancellor Joseph A. Fernandez's orders to use a 1st-grade curriculum guide that promotes respect for homosexuals. **Page 5.**

Restructuring in Los Angeles
With the threat of a districtwide teachers' strike looming, a reform panel in Los Angeles has released its plan for restructuring the troubled school system. **Page 5.**

Playground Dangers
School officials are learning lessons from a $15 million settlement in the case of boy who was severely brain-damaged after falling at a neighborhood playground. **Page 8.**

Information Lacking
Experts advising the President on Hispanic education say they are having trouble finding information on what the federal government is doing to help Hispanics. **Page 19.**

Job-Training Platforms
The three major Presidential contenders disagree on many issues, but all three seem to concur on the need for more and better job training. **Page 20.**

Ballot Box	**23**
Books	**25**
Commentary	**24 and 32**
Deadlines	**27**
Early Years	**9**
Focus On: Research	**6**
Legislative Update	**17**
Letters	**25**
Marketplace	**28**
Special Education	**8**
State Journal	**15**

CONVENTIONS IN PRINT

A special-pullout guide to the annual convention of the National Middle School Association.

Begins opposite Page 20.

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 7. (USPS# 599-870)

ACROSS THE NATION

NATIONAL

Advanced Placement Test-Taking Up Again, College Board Reports

The number of high school students who took Advanced Placement examinations grew again last year, and the proportion of test-takers who were members of minority groups also increased, the College Board reported this month.

In 1992, 378,692 students took 566,036 of the college-level tests, the board reported, up from 351,144 students who took 523,326 A.P. tests a year ago. The number of 1992 examinations is nearly triple the 189,146 taken in 1982.

As in past years, two-thirds of the tests in 1992 received a score of 3 or more on the exams, a level generally accepted for course credit at many colleges and universities.

Minority students made up 27 percent of test-takers in 1992, the board found, up from 26 percent in 1991 and nearly double the 14 percent of the 1982 test-taking population. The number of A.P. grades of 3 or higher for minority students increased by 14 percent—to 90,000—over 1991, compared with an 8 percent increase for white students.

The proportion of women who took exams in the sciences also increased, but women continue to lag behind men in those fields. In 1992, 41 percent of the mathematics and science exams were taken by women, and they earned 38 percent of the grades of 3 or higher. In 1987, by contrast, 37 percent of the math and science exams were taken by women. Over all, women constituted 53 percent of the A.P. test-takers this year.

■ **A federal appeals court in Philadelphia has ordered the judge overseeing a massive suit by schools against asbestos manufacturers to disqualify himself from issuing any further rulings.**

The U.S. Court of Appeals for the Third Circuit agreed with a motion by the defendants in the case and told U.S. District Judge James McGirr Kelly he could no longer oversee it.

The defendants, nearly 30 asbestos manufacturers, had asked the appeals court to disqualify Judge Kelly because he had attended a 1990 conference at which the dangers of asbestos exposure were discussed.

"Although we believe the Judge acted with integrity at all times, we also believe the circumstances surrounding his attendance at the conference created an appearance of partiality," the appeals-court judges said in their ruling.

The case has been reassigned to U.S. District Judge James T. Giles.

In their class action, 35,000 public and private schools are attempting to recoup the costs of testing for and removing asbestos and are seeking punitive damages from the companies. ■

DISTRICTS

Phila. Archdiocese Mulls Report Calling for 6 High School Closings

The secondary school system of the Roman Catholic Archdiocese of Philadelphia is "at risk" due to rapidly declining enrollments and a deteriorating financial situation, and no plan currently is in place to rescue the schools, a report issued by the archdiocese this month concludes.

The long-range planning report, developed for the archdiocese by the management-consulting firm Coopers & Lybrand, calls for possible school closings, renewed efforts to find funding for the schools, and the eventual decentralization of the now highly centralized system.

The report recommends the closing of six of the archdiocesan high schools—St. James, Archbishop Kennedy, Bishop Kenrick, Little Flower, Northeast Catholic, and West Catholic. It also calls for four other schools—Bishop Conwell, Bishop Egan, St. Maria Goretti, and St. John Neumann—to merge into two coeducational programs.

The archdiocesan secondary schools are currently more than $10 million in debt, officials say, and a number of schools are running at less than half their capacity.

Cardinal Anthony J. Bevilacqua told a news conference this month that "no decision about the future of any school has been made." He pledged that such decisions would be made only after consultation with pastors, parents, principals, and others in the community.

The report also calls for the archdiocese to begin phasing in open enrollment in the high schools beginning next fall, and to begin efforts to make each school in the system financially and academically independent.

■ **A federal appellate court has ruled that a California school district erred in unilaterally expelling a student who was later found to be disabled.**

A three-judge panel of the U.S. Court of Appeals for the Ninth Circuit said last month that officials in the Hacienda La Puente Unified School District should have provided a special-education hearing for the student before expelling him.

The boy, a 7th grader with a long history of disciplinary and academic problems, had been expelled from school for threatening another student with a starter's pistol.

An independent hearing officer, in a hearing held after the incident, determined that the boy was emotionally disturbed and ordered the district to pay the parents' legal fees and to reinstate the boy. But school officials argued that the boy was not entitled to that hearing because he had not previously been determined to be disabled.

A lower federal court upheld the hearing officer.

■ **Eliot Wigginton, the founder of the Foxfire literary magazine and education program, resigned his teaching post at the University of Georgia in Athens Oct. 6, in the wake of further allegations that he has molested children.**

Mr. Wigginton was indicted in Rabun County, Ga., last month on charges that he undressed and fondled a 4th-grade boy during an overnight trip to a Foxfire event.

This month, the prosecution filed a motion to introduce evidence of previous incidents that allegedly took place between 1969 and 1982. These allegations involve eight males between the ages of 14 and 19 who each say that Mr. Wigginton gave them drugs or alcohol and molested them, according to Jay McCollum, the chief assistant district attorney for Rabun County.

Seven of the males were students of Mr. Wigginton at the time and one was a part-time employee of the Foxfire program, Mr. McCollum said.

A hearing to determine whether the additional allegations are admissible as evidence in Mr. Wigginton's trial is scheduled for Oct. 22.

Mr. Wigginton has denied all of the charges, said his lawyer, Bruce Maloy.

Mr. Wigginton, who was suspended by the university when it learned in August that an indictment was forthcoming, said in his resignation letter that he needed to "devote considerable time and effort in responding to the charges that have been brought against me."

■ **Seven middle school boys have been recommended for expulsion from the**

Won on a Peel

It should come as no surprise to school-cafeteria workers everywhere that the world-champion potato peelers come from among their ranks.

Five school-kitchen workers from the Shelley, Idaho, district peeled their way into the *Guinness Book of World Records* this fall during the city's 64th annual Idaho Potato Harvest Festival. Marj Killian and her teammates—Janene Utkin, Terry Anderson, Marilyn Small, and Barbara Pearson—peeled approximately 1,064 pounds of potatoes in 45 minutes.

The team had to end up with more than 830 pounds, 11 ounces of skinless potatoes to break the previous world's record, set by a team from Emmeloord, the Netherlands, at a potato festival there.

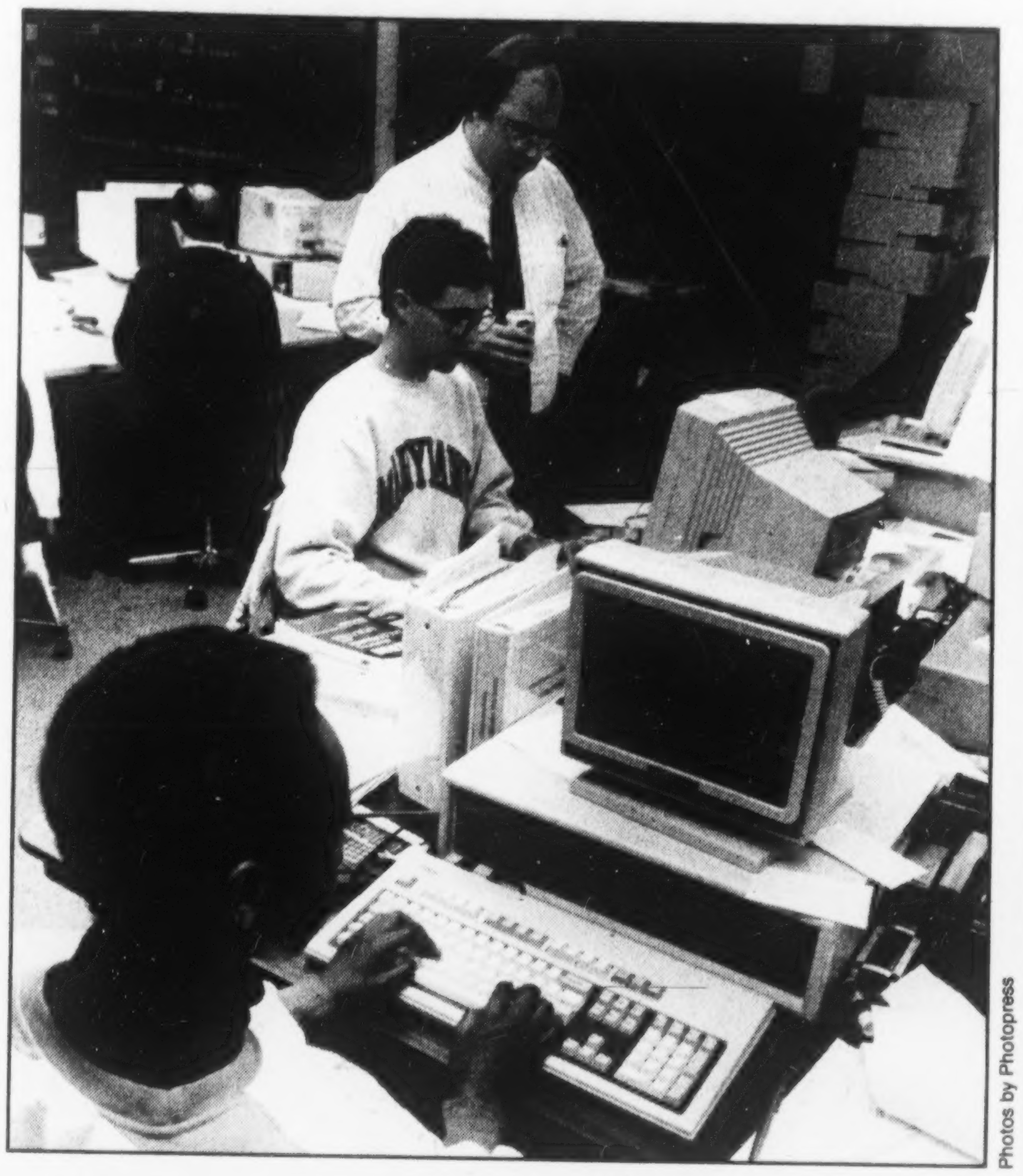
Shelley's potato peelers have been trying to break the record for several years. They thought they had done it at last year's festival, only to discover later that the Dutch team had surpassed its own record.

Guinness Book officials issued the guidelines for the contest, but were not on hand to witness it.

Under the rules, the potatoes had to be peeled by five people in 45 minutes using only a standard kitchen knife. To qualify, only 51 percent of the potato skin had to come off.

—U.G.

Leila Cabib



Much of the work that makes news under the name of government agencies like the National Center for Education Statistics, the U.S. Labor Department, and the Environmental Protection Agency is actually conducted by Westat Inc. The research firm in suburban Washington, which specializes in data collection and analysis, usually ranks high in the fierce competitions for federal contracts.

Photos by Photopress

much more an art than a science."

"You can write in a book, 'Be sensitive to respondents,' " he continues. "But until you've gone through several surveys, you just don't know" how to do that.

David L. Bayless, another vice president, also notes that the company stresses the importance of not imposing on schools.

"When people go to training," he says, "we make one point: When you go to a school or a school district, you are a guest of that school or school district."

"There is a burden to data collection," Mr. Bayless adds. "But schools are out there for teaching and learning."

Range of Projects

A list of the firm's projects includes many of the major education studies the federal government conducts.

It has for years, for example, served as a subcontractor to the E.T.S. in designing samples for the National Assessment of Educational Progress, a Congressionally mandated project that tests about 100,000 students every two years in reading, writing, mathematics, and other subjects.

The company has also contracted with the National Center for Education Statistics to conduct the National Household Education Survey, a poll of some 60,000 households on such issues as early-childhood education, school safety, and discipline.

Mr. Bayless notes that the household survey is a "natural" for Westat, because of its experience in surveying families on health and the environment. The new survey, he notes, represents the first attempt by the N.C.E.S. to gather education data outside of schools.

"People in education might take time getting the concept that you can get information from households about education," he says. "That's not a new subject for us to deal with."

In addition to the survey work, Westat is conducting analyses of high school and college transcripts to learn about student and teacher course-taking.

For example, one project is examining the college transcripts of teachers who took part in the Schools and Staffing Survey, a major study by the N.C.E.S. Although teachers in the survey told interviewers what courses they took, the transcript study will provide more reliable information, according to Mr. Bayless.

"They'll say, 'Did I have a course in math 20 years ago?' " Mr. Bayless says.

Drawing on its expertise in data collection, the company has also worked with school districts to help them improve their ability to gather and analyze information.

Last year, for example, Mr. Bayless headed a project to develop standards for data collection and reporting. And, under a contract with the U.S. Centers for Disease Control, the firm is working with state education agencies and 15 school districts to assist them in conducting surveys on risk factors associated with the virus that causes AIDS.

"We are sharing with these agencies, so they can see that they in fact can do quality work," Mr. Bayless says. "We don't have to do it all ourselves." ■

---

covered is that lower-performing companies should be obsessed with face-to-face meetings with the customer—not surveys, not market research, not some of the other sophisticated ways of listening to the customer.

I think for schools, it says, "Identify who your customers are and have face-to-face meetings with them about what their needs are." Don't send out a survey team. Don't hire a consulting firm. Don't do written surveys. Do it face-to-face, because then there's a clarity of understanding.

Q. Are there some management practices that are universally beneficial?

A. Very, very few. One is communication of the strategic plan. And this was startling. What this simply means is, "Does everyone know what business you're in and where you're headed?" In the United States the answer is no. Our survey found that 15 percent of senior management doesn't know, that about 50 percent of middle management doesn't know, and about 90 percent of front-line management doesn't know. Only about 23 percent of boards of directors know.

This is another instruction to boards: Don't go off and sequester yourself at a nice hotel . . . and develop a strategic plan and then not come back and tell anybody.

Q. Based on your study, what words of caution would you have for school districts interested in pursuing "total quality" management?

A. I think a couple of cautions. If they're going to hire an external consulting company, they should query the firm on results. "As a result of doing this, what kinds of results are your clients getting?" Secondly, I would query them, "Do you practice what you preach?" It's a lot easier to talk about this stuff than to do it. And the third, for schools, is to focus on a couple of key objectives and to be clear about the outcome of the activity. . . . The question is, "What two things do we want to achieve, and how will we know we've achieved them? And what process do we want to put in place in order to do that? And does everybody understand that?"

What we're saying is: Stick to the basics. Keep it simple. Don't get fancy. And be focused. That, I think, is good advice for every school system, because if you've mastered those basics, you can then expand on them. ■

DIMENSIONS

Federal Education-Research Support

Federal Resources for Educational Research and Development

Department/ Agency	Current $ in Millions			Change in Constant (1992) Dollars	
	FY 1989	FY 1991	FY 1992	$ in Millions	Percent
Education	146	159	171	7	4%
National Science Foundation	21	54	53	29	121%
Health and Human Services	35	39	65	26	67%
Defense	13	16	30	15	100%
TOTAL	215	268	319	78	32%

NOTE: The amounts reported represent only the direct federal dollars provided for educational research and development. Matching funds from states and localities and institutions are not included; nor is direct training support for students and teachers (including scholarships and fellowships).

SOURCE: National Education Goals Panel.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record

Volume XII, Number 8 · October 28, 1992

© 1992 Editorial Projects in Education

$3.00

Design Contracts For New Schools Snag Over Rights

Who Owns Intellectual Property Is at Issue

By Lynn Olson

Concerns over intellectual-property rights have thrown a wrench into contract negotiations between the New American Schools Development Corporation and many of its design teams.

As of last Thursday, more than three months after the nonprofit corporation announced the winners of its competition to design "break the mold" schools, four out of 11 contracts were still pending and others had been signed only recently.

Attempts to pin down in contractual language who will own the ideas developed as part of the design process have run into a "brick wall," in the words of one participant.

NASDC representatives, however, predicted that all but one contract would be signed by the end of last week.

They also said that work was proceeding as planned. "All it's holding up is that they're working on their own money, instead of our money right now," said C. Reid Rundell, the corporation's vice president of design-team operations.

But the negotiations have been rough for many design-team members, who expected to be focused solely on the work ahead by this point.

Edwin D. Campbell, the executive director of the Coalition of Essential Schools at

Continued on Page 22

SANANTONIO 2000

Mary Pat Waldron

Harvey B. Cox speaks in front of "Rockville High" during a celebration of San Antonio's designation as the nation's first official America 2000 community.

As Cities Sign On, America 2000 Continues To Be Work in Progress

By Julie A. Miller

ELECTION '92

SAN ANTONIO—This city last week became the first in the nation to win the distinction of being an official America 2000 community. To celebrate, the leaders of San Antonio 2000 gathered at "Rockville High," a fictional school that is part of a 1950's town in the Fiesta Texas theme park.

In some respects, the backdrop is suggestive of the status of America 2000, both nationally as well as in San Antonio.

It is an artfully rendered vision of an ideal American school frozen in time, just as America 2000 is a vision of the schools of the future. For today's students, though, neither bears much connection to the day-to-day realities of school in the 1990's.

Unlike the fake school, however, America 2000—launched 18 months ago by President Bush and Secretary of Education Lamar Alexander as a "crusade"

Continued on Page 20

Claims for Choice Exceed Evidence, Carnegie Reports

Most Parents Oppose Vouchers, Poll Finds

By Lynn Olson

Claims about the benefits of school choice "greatly outdistance the evidence," and most public school parents have little desire for such a system, according to a study to be released this week by one of the nation's most prominent education-policy experts.

School choice has emerged as one of the most vigorously discussed and aggressively pursued education innovations in the country. Thirteen states and many more school districts have adopted some kind of choice plan in the past five years. And the issue has gained further visibility in the current Presidential campaign.

But Ernest L. Boyer, the president of the Carnegie Foundation for the Advancement of Teaching and the author of the new report, said in an interview last week, "There's no question, when you look at what's going on, the claims seem to greatly outdistance the evidence, thus far."

Mr. Boyer's report, "School Choice," is based on a year-long study. Among other results, it found that 70 percent of parents with children in public school said there was no other public or private school to which they currently wanted to send their children.

In states where school choice has been adopted, it found, fewer than 2 percent of eligible parents participate in the pro-

Continued on Page 12

School Boards' Marks On Own Assessment Give Critics Credence

By Lynn Olson

School board members turn out to agree with many of the harsh judgments that have been leveled against them by a growing chorus of critics, a report to be released this week has found.

The Institute for Educational Leadership, a Washington-based think tank, based its report on self-assessment data collected from individuals serving on nearly 300 school boards in 16 states.

Board members gave themselves failing or barely passing grades in such core areas of governance as their influence on other decisionmakers, their ability to provide leadership and policy oversight, their involvement of parents and other community members, planning and goal-setting, and their commitment to assessing and improving their own performance.

Board members also said they involve themselves too much in the day-to-day management of schools and have weak pro-

Continued on Page 11

Legislative Redistricting Reshuffles Decks for Education

By Karen Diegmueller

During her 18 years in the Illinois House, Rep. Helen F. Satterthwaite has earned a reputation as a friend of education. But the Urbana Democrat, who has served on education committees throughout her tenure, may be in the race of her career.

As a result of a redrawn legislative map, Ms. Satterthwaite is pitted next week against another incumbent, Rep. Timothy V. Johnson, a Republican.

For the past decade, Ms. Satterthwaite has represented the cities of Urbana and Champaign, which are home to the University of Illinois. In the new district that was carved out by a Republican-majority commission, though, she has been left with only about 30 percent urban area in a region otherwise considered Republican turf.

ELECTION '92

The scenario is similar in districts across the country that have been redrawn on the basis of population shifts and partisan tinkering. Incumbents are squaring off, or have decided to step aside rather than seek the votes of an unfamiliar constituency. In some cases, they have already been defeated in primaries.

Next week, redistricting of the legislatures based on the 1990 Census will manifest itself in most states for the first time.

The outcome, according to experts, could prove pivotal to public education. The consequences are expected to be significant especially in states where the political balance is likely to shift and where school-funding formulas are at the top of the legislative agenda.

"The possibility of change in the educational arena is substantial," said Benjamin L. Ginsberg, the general counsel to the Republican National Committee.

Many political analysts believe that redistricting will radically change the face of state legislatures, if not in the 1992 election, then by the end of the decade.

Continued on Page 16

Also in the news

4 **Battles for Boards**
Local school board elections next month will highlight the battle of minorities for equal representation.

14 **Spats in the States**
Business groups and educators are squaring off over fiscal-policy referendums on the ballots in several states.

18 **Changes in Congress**
The elections may mean even more changes in the makeup of the committees that deal with education.

IN SUMMARY

Voting Their Pocketbooks
Voters will be going to the polls to decide fiscal issues with major implications for schools in a number of local elections across the nation next week.
Page 5.

Facing a New Challenge
Schools need to rethink their mission in light of the increasing number of children who do not live in a "traditional" two-parent family, a new report suggests.
Page 5.

Drug-Study Dissension
Some drug-abuse researchers are questioning the validity of a new study purporting to show a sharp increase in student drug use this year.
Page 8.

Going Metric?
Schools may find themselves going metric when a panel of the National Academy of Sciences unveils a draft of national standards for science education.
Page 9.

'New Visions' in New York City
Fourteen teams representing a wide variety of agencies and professions have been awarded grants to plan innovative New York City public schools.
Page 10.

Weighing Property Tax
Next week's gubernatorial elections may provide a significant signal of the public's willingness to consider alternatives to the property tax as a primary method of funding the schools. **Page 13.**

Girls on the Gridiron
A sacred tradition may be headed for radical change in Texas, where a statewide body has given the go-ahead for girls to try out for high school football.
Page 13.

Appointments	**26**
Ballot Box	**19**
Books	**25**
Colleges	**10**
Commentary	**23, 24, and 32**
Events	**26**
Federal File	**18**
Focus On: Teachers	**6**
Health	**8**
Letters	**24**
Marketplace	**28**
State Journal	**13**
Vocational Education	**9**

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the last three weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $59.94 for 40 issues. Canada: $82.94 for 40 issues. Foreign: $124.94 (airmail) and $92.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. POSTMASTER: Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume XII, Issue 8. (USPS# 599-870)

ACROSS THE NATION

STATES

Wis. Attorney General Says School Indian Nicknames May Violate Law

School nicknames that have Native American connotations could violate Wisconsin's antidiscrimination laws, and the state education department has the authority to decide which ones are not acceptable, State Attorney General James E. Doyle has said in an opinion.

The Milton school district was sued in 1990 by a resident who opposed the use of the term "Redmen" for the local high school. A Rock County Circuit Court judge ruled that the state department of public instruction lacks the authority to determine if such logos and team names violate antidiscrimination laws. Many schools in the state have Indian-related nicknames.

Mr. Doyle's opinion this month runs contrary to that ruling. He said that use of an American Indian logo, nickname, or mascot could strengthen a stereotype and create an intimidating or offensive environment that would help perpetuate discrimination.

Education department officials said that copies of Mr. Doyle's decision would be sent to all school districts, which would make the decision of whether to change any potentially offensive nicknames.

■ **A federal appeals court has dismissed a lawsuit brought by a former Ohio state school board member who claimed he was denied due process in being removed from his seat.**

The U.S. Court of Appeals for the Sixth Circuit, affirming a federal district court's decision, ruled that Gov. George Voinovich acted correctly in removing Paul Brickner from the state board.

Mr. Voinovich removed Mr. Brickner from the board in August 1991 after the state attorney general said that Mr. Brickner, by simultaneously holding a post as an administrative-law judge for the Social Security Administration, had run afoul of a state law prohibiting board members from having another "public position of trust or profit."

The three-judge appellate panel rejected Mr. Brickner's argument that he had been denied due process in being removed from the elected board office without a hearing. The panel said that Mr. Brickner had had several opportunities to present his case to state officials but had refused to use them.

■ **The Texas board of education this month pledged to maintain a high passing standard for its student assessment despite the failure of many students to pass the tests.**

To graduate from high school, students must score at least 70 percent correct on the tests of the newly beefed-up Texas Assessment of Academic Skills. The board last year considered lowering the standard for the mathematics test after thousands of students across the state were unable to attain that score.

A spokesman for the education department said that the board decided to endorse again the 70 percent standard for all the tests to let teachers, students, and parents know that it would not back down despite the high rate of failures. The board also turned down an effort to create a high school completion certificate to award to students whose test scores bar them from gaining the traditional diploma. ■

DISTRICTS

Appeals Court Finds Administrators Have Duty To Protect Students

Public school administrators have a duty to protect students from sexual misconduct by school employees, and they can be sued when they fail to stop abuse they knew about or should have known about, a federal appeals court has ruled.

A three-judge panel of the U.S. Court of Appeals for the Fifth Circuit ruled this month that the superintendent and a principal in the Taylor (Tex.) Independent School District must stand trial in a civil-rights suit stemming from the alleged sexual abuse of a 15-year-old girl by a high school teacher-coach.

The two administrators had appealed a U.S. District Court judge's refusal to dismiss them from the suit, which also includes the teacher as a defendant.

The appeals-court panel upheld the judge on Oct. 2 in *Doe* v. *Taylor Independent School District.*

The appeals court said that the administrators had received numerous reports that the teacher showed affection for girls in his class, as well as information about his alleged sexual relationship with the girl.

"School superintendents and principals have a duty to police the halls of our public schools to insure that schoolchildren, who are obliged to attend, have an opportunity to learn and study in a school environment free from sexual molestation and harassment," the court said.

"There is simply too much evidence" indicating the principal and superintendent knew of a pattern of misconduct by the teacher "to take this case away from a jury," the court added.

The Fifth Circuit ruling appears to conflict with other recent federal appeals-court decisions. For example, the U.S. Court of Appeals for the Third Circuit ruled in August that in most instances school officials are not liable for sexual abuse of students by other students.

■ **A federal appeals court has ordered the dismissal of a lawsuit against a Wichita, Kan., school principal who allegedly refused to hire a teacher he believed had "homosexual tendencies."**

The three-judge panel of the U.S. Court of Appeals for the 10th Circuit reversed a U.S. District Court judge who had ruled that the teacher's civil-rights lawsuit against the principal could proceed to trial.

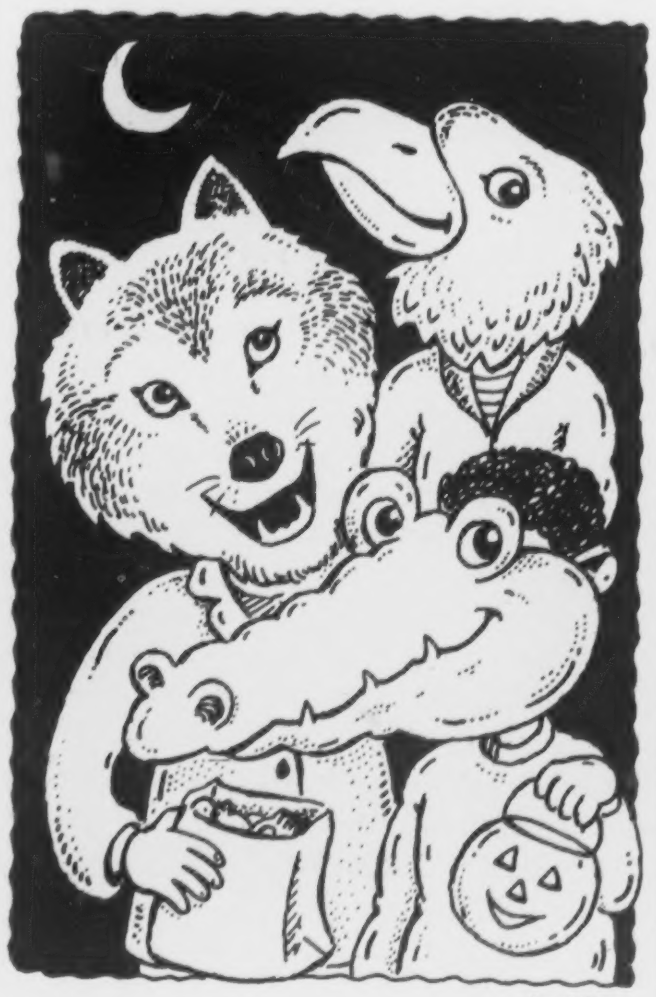
The teacher was a regular substitute seeking to fill a full-time teaching vacancy at Wichita North High School in 1988. He did not get the job, and the principal allegedly told the school's social-studies director it was because of the teacher's "homosexual tendencies."

The substitute teacher is married and does not claim to be homosexual, but gay-rights groups backed his civil-rights lawsuit against the district. U.S. District Judge Patrick F. Kelly of Wichita last year ruled that homosexuals and perceived homosexuals are a "suspect class" entitled to added constitutional protection against discrimination. He declined to dismiss the teacher's suit.

In its Oct. 9 ruling in *Jantz* v. *Muci*, the appeals-court panel said Judge Kelly "broke new ground" by giving heightened protection to homosexuals. But the panel sidestepped the question of whether that holding was correct. The court instead ruled that the suit should be dismissed because the principal was legally immune.

The panel said that as of 1988, a "reasonable official" would not have thought it il-

A Scare Tactic



Loel Barr

This Halloween, some children will leave their Dracula costumes and skeleton suits in the closet to dress up as something truly frightening—an endangered species.

Greenpeace International is urging schoolchildren to don the guises of vanishing species as part of its Help Save the Earth campaign.

Using its *P3* newsletter, which is distributed to thousands of schools nationwide, the group has signed up children to dress up as mountain lions, sharp-eyed falcons, and gray wolfs to publicize the plight of endangered creatures and to educate budding environmentalists about "Planet 3."

"Kids are passionate about their planet, and this will give them a chance to be an active part of the solution," says Jackie Kaufman, the director of the P3 program. Ms. Kaufman envisions trick-or-treaters lobbying their neighbors to support next year's reauthorization of the Endangered Species Act as they load up on goodies.

The *P3* newsletter chronicles the plight of gray whales being threatened by pollution, sea turtles that are drowning in shrimp-boat nets, and Stellar sea lions that are endangered by oil spills.

"If animals in the U.S.A. could dial, they'd call 911," exclaims the newsletter, which comes equipped with a cutout mask of a gray wolf on the cover for an instant consciousness-raising costume. —J.P.

er corps is that it offers participants an alternative route to obtaining certification that is far quicker and less expensive than getting an advanced education degree. The only training required is an eight-week-long summer institute, held at the University of Mississippi. The classes are free, as is room and board at the university.

The institute's curriculum places the greatest emphasis on classroom-management skills, and less on pedagogical theory. Corps members say that the institute was generally effective, but add that they would have benefited from spending more time student-teaching.

In addition to the summer institute, the university also holds two follow-up workshops during the school year, and it has hired a full-time field director, Conn Thomas, a doctoral candidate at the school of education, to provide ongoing support to corps members. Throughout the year, Mr. Thomas talks with corps members over the phone and visits them at their placement sites, serving as a sympathetic ear and connecting them with needed resources.

Rate of Attrition

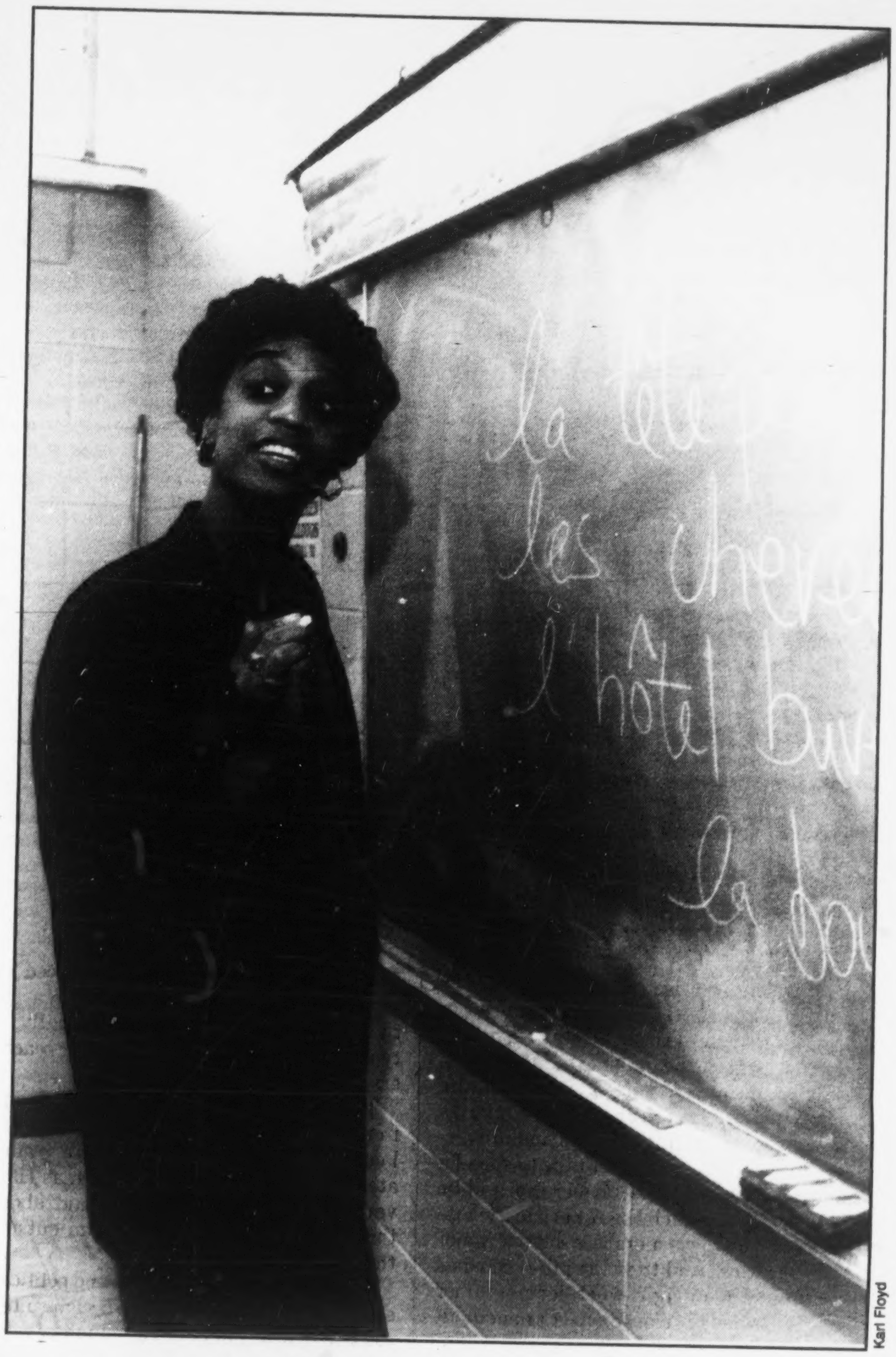
Of last year's 21 recruits, eight are still teaching in Mississippi public schools and one is teaching at a private school, according to Mr. Thomas, who has kept track of the 1991-92 recruits on an informal basis. Of the others, several are attending law school, and the remainder are working in other jobs outside Mississippi.

The state department of education does not keep records of the retention rate for first-year teachers, and cannot compare the corps's attrition rate with that of teachers who enter the profession through the traditional route.

While some participants view the program as the first phase of a lifelong career in teaching, many tend to view it as a way to give something back to society for a few years before they attend graduate school or move on to another profession.

"Even on the days when teaching is going well, this is not my place," observes Mr. Carruthers. "It's not something I imagined I was going to do forever. It's been interesting and all, but socially there's not enough for me to do, and some of the professional things are just too frustrating, [such as] dealing with kids who are not motivated."

A current corps member, Alexis O. Goltra, a social-studies teacher at the Weir Attendance Center, a K-12 school in Weir, expresses a similar sense of frustration. Although Mr. Goltra has found in Weir, a small town of about 500, "a genuine warmth that is really lacking up north," he says he doubts he will stay beyond his contracted year, because the cultural and social life there is "nonexistent."



Karl Floyd

After graduating from Yale University, Sonya L. Anderson returned to her home state to join up with the Mississippi Teacher Corps. "I try to instill some kind of thirst for knowledge in" students, she says. "But when you try to insist that they exert some kind of effort, it's like squeezing blood from a turnip."

Future Is Anyone's Guess

Despite the relatively small number of corps members who plan to teach in Mississippi for more than a year or two, program leaders say they are not disappointed. "Our number-one task is to bring very talented people into areas that are in need of teachers in specific areas," says Denton Gibbs, a spokesman for the teacher corps.

And within several years, predicts Andy Mullins, a spokesman for the state education department, the retention rate will increase. In the interim, he views it as a small operation that has successfully filled gaps in districts with chronic shortages, albeit on a short-term basis.

"We approach it a year at a time," he says. "We're to the point in some districts where we have to go with whatever we can get."

As one example, he cites a school district that had not had a physics teacher for three years until a corps member arrived in the fall of 1990.

Whether the program will even continue to exist next year, however, seems to be anyone's guess at this point. "It's done real well in the three years we have had it," Mr. Mullins says. "I would certainly hate to see it not funded next year. We need teachers in the Delta worse than we ever have before."

Meanwhile, many former and current corps participants are hopeful that the program will continue. One such individual is Elizabeth Rutherford, a corps member from last year who continues to teach 6th-grade social studies at Solomon Junior High School in Oxford. Although at times she wonders if she is "making a difference," she says, she has found tremendous satisfaction in her work and currently plans to study for a master's degree in teaching.

Last year, she recalls, toward the end of her first year of teaching, a student came up to her and said, " 'Mrs. Rutherford, I hope my sister gets you next year.' "

"You can't get a better compliment than that," she says proudly. "It made my day." ■

Q. How have students reacted to your TV appearances? Do you find it easier to keep them involved in class?

A. The students seem to think [the shows are] funny. It's on very late, but I think a lot of students watch it or record it. But I don't get any special treatment at school. If they already know me, I'm just the same old guy.

We already do experiments a lot in class. I don't spend every period goofing around with demonstrations, but if you can do one of those interesting things and use it as a hook to draw kids into the lesson, it's always good to do.

Q. How has your dedication to experimentation—and your appearance on the show—affected your teaching career?

A. I was lucky enough to get a government grant last year, so I teach three periods at school, and then I'm off to pursue other projects. I do some writing for a newsletter for science teachers, and I do work for my alliance—a network of chemistry teachers that meets monthly to share ideas.

I also do a lot of workshops in my free time. I just did a show for teachers at the Pittsburgh Science Museum. And in November, I'm involved in Chemistry Day in Chicago with 15 other teachers. We'll do demonstrations all day for the general public and students.

The groups I'm involved with try to give teachers some ammunition to use in the classroom. There's a general trend in science that people are doing all sorts of things to try to get kids more interested.

Q. After your stint on "Late Night," do you have any show business plans for the future?

A. I'm actually doing a series in Chicago. It's a science demonstration show for kids. We just shot our first show this fall, and we'll be shooting three or four more shows this year.

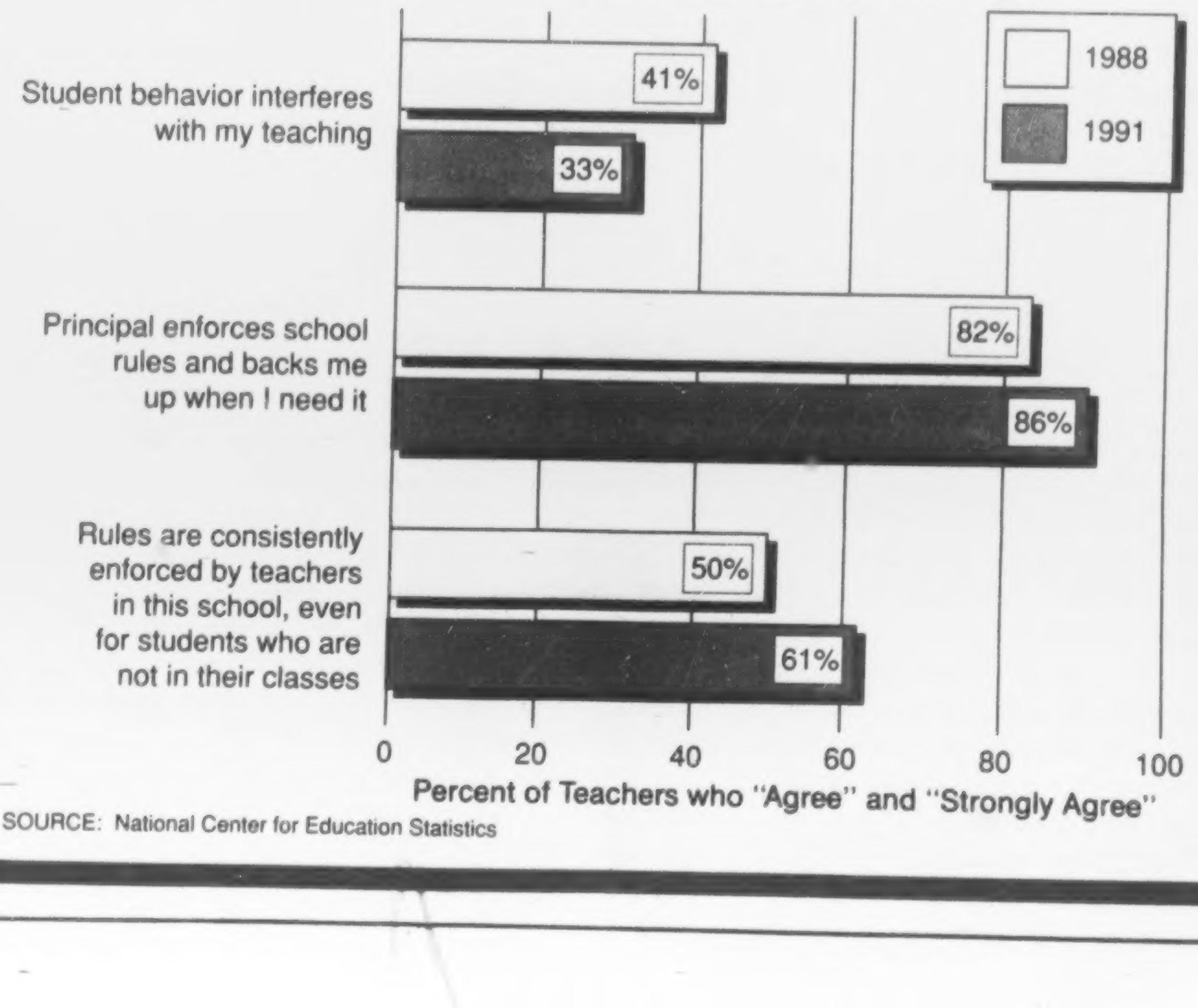
It's running on the ABC affiliate on Saturday in place of cartoons. It's a little bit of science and comedy.

And who knows if I'll go on ["Late Night"] again. There's really no schedule. All of my last five appearances were unexpected. ■

DIMENSIONS

Teachers and Discipline

Teacher Beliefs About the School Environment



SOURCE: National Center for Education Statistics

Carnegie Study Casts Doubt on Benefits, Public Desire for School-Choice Systems

Continued from Page 1

grams. *(See related story below.)*

Moreover, the report says, parents who transfer their children to another school do so mostly for nonacademic reasons.

Contrary Findings

The 118-page report also contains the results of a new survey of more than 1,000 members of the general public on school-choice issues.

When given two options, 82 percent of the respondents said that the best way to improve public education is to strengthen all neighborhood schools by giving them the resources needed to achieve excellence. Only 15 percent believe that the best way to improve schools is by letting them compete for students.

Advocates of choice plans that involve private schools, including the Bush Administration and such researchers as John E. Chubb and Terry M. Moe, argue that the competitive pressures of a "free market" system are the best way of spurring improvements in public schools.

The Carnegie findings also counter those of a Gallup poll released last month by the National Catholic Educational Association. That survey found that seven out of 10 people responding would support a government-funded voucher system that enabled parents to send their children to public, private, or parochial schools. *(See Education Week, Sept. 23, 1992.)*

The Carnegie study also found that the public school parents surveyed opposed private school vouchers by a 2-to-1 margin.

Public-opinion polls about choice are notoriously tricky, with respondents' answers varying depending on how the questions are worded.

Mr. Boyer argued that previous surveys have left the trade-offs involved in choice plans "out of the equation" and thus have overstated the level of support. He suggested that the push for choice is coming "more from theoreticians and politicians" than from parents.

Timing of Release

The Carnegie president said it is entirely fortuitous that the release of the report comes just before the Presidential election and a vote in Colorado on a controversial voucher initiative. "I didn't think it had much to do with the political debate," he said.

Mr. Boyer, who served as U.S. Commissioner of Education in the Carter Administration, noted that President Bush, Gov. Bill Clinton, and Ross Perot all support school choice, although Mr. Clinton would limit such programs to public schools.

The Democratic and Republican candidates have aired their disagreements on private school choice both on the stump and in the recent televised debates.

Lambastes State Programs

The Carnegie study found that distance alone "rules out school choice for literally millions of children."

"And this says nothing about the quality of the next-closest school," it adds.

In the survey of more than 1,000 public school parents, one-fourth of the respondents said that the next-closest schools offering their children's same grade levels were from 10 to 80 miles away.

The study was based on site visits to three well-respected districtwide-choice systems (in Montclair, N.J., East Harlem in New York City, and Cambridge, Mass.); national surveys of parents, the general public, and all 50 chief state school officers; and scores of interviews with parents, students, teachers, and administrators in states with the most comprehensive choice plans: Minnesota, Massachusetts, Arkansas, Washington, Iowa, and Nebraska.

The findings are particularly critical of many statewide programs, which Mr. Boyer described as "swiftly and arbitrarily imposed."

In particular, the study found no signficant educational gains attributable to choice in the 13 states that have adopted open enrollment. The report also argues that such plans will widen the gap between the privileged and the disadvantaged as long as funding disparities between districts remain.

And it says that most state choice laws fail to require adequate consumer information about schools or adequate transportation among districts.

The report also takes aim at the nation's only publicly funded voucher experiment, in Milwaukee. Most private schools involved in the program, which took effect in 1990, thus far have failed to report academic results—let alone demonstrate gains. And the small-scale experiment has failed to spark broader improvements in the school system.

Mr. Boyer also stressed that a lack of public accountability in the system left some 150 pupils stranded in the middle of 1990-91, when one of the private schools closed amid questions about its finances and operation.

The report is more positive about the comprehensive districtwide-choice systems in Montclair, Cambridge, and District 4 in East Harlem.

"Under the right circumstances," it says, "districtwide-choice arrangements—those in which all children and parents can participate—can help revitalize schools, empower teachers and principals, and stimulate parents to consider which program is best suited to their children."

But Mr. Boyer cautioned: "It wasn't so much choice alone, but that the districts had to talk about their goals and keep talking about them to keep this thing going year by year. And if they saw weak schools, they had to go in and fix them."

With all of the work in East Harlem, he noted, only 38 percent of its students scored at or above grade level on standardized reading tests in 1992. And East Harlem now ranks 22nd out of the city's 32 community school districts.

'Supplement, Not Supplant'

Based on his findings, Mr. Boyer recommends that choice be used to "supplement, not supplant" the local network of neighborhood schools.

"The solution, we believe, is to focus choice not on a building but on the quality of education," the report states. "Instead of providing choice only among schools, why not create choices within schools?"

"What I am concerned about," Mr. Boyer said last week, "is that choice would be presented as the one strategy and would divert attention away from the need to keep each neighborhood school strong" and to address the many societal problems that affect the schools.

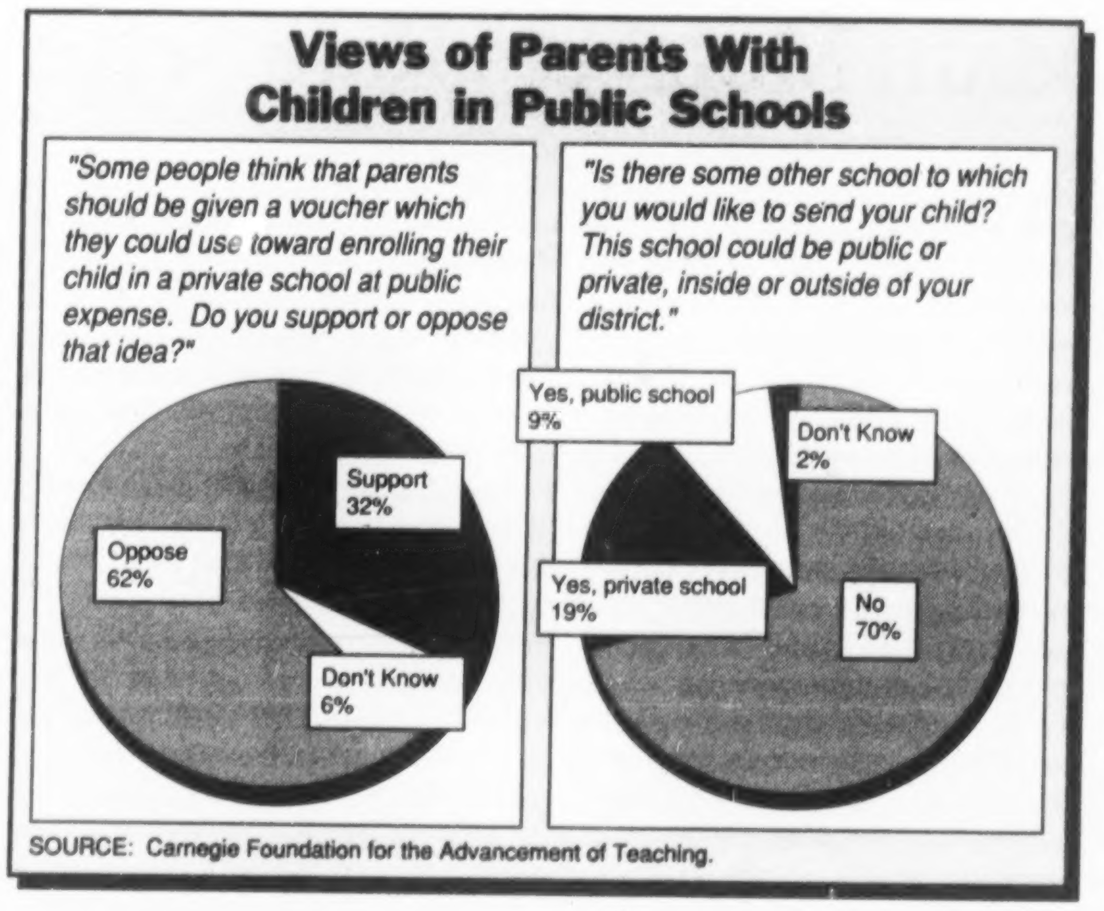
The report makes the following recommendations for the development of effective choice programs:

- Programs should not be arbitrarily imposed. Parents must be actively engaged in the planning and be well informed about the alternatives available to them.
- Transportation must be provided to students who need it.
- No statewide choice program should be established until a series of essential requirements, such as equitable funding, have been met, and all existing programs should be held to the same standards.

In general, Mr. Boyer said, choice should be embraced only if the nation's commitment to public education is "unequivocally reaffirmed."

The real agenda for school renewal, he asserted, is to insure that every school has the elements of a "good school" and those elements can be found in choice and nonchoice settings alike.

Copies of "School Choice" will be available in December and can be ordered for $8 each, plus postage, from California/Princeton Fulfillment Services, 1445 Lower Ferry Rd., Ewing, N.J. 08618; telephone: (609) 883-1759 or (800) 777-4726.



Views of Parents With Children in Public Schools

"Some people think that parents should be given a voucher which they could use toward enrolling their child in a private school at public expense. Do you support or oppose that idea?"

"Is there some other school to which you would like to send your child? This school could be public or private, inside or outside of your district."

SOURCE: Carnegie Foundation for the Advancement of Teaching.

---

3 States See Dramatic Rise in Open-Enrollment Participation

By Mark Walsh

Although the issue of public school choice has been overshadowed recently by the debate over private school vouchers, new figures released this month suggest that public open-enrollment programs are gaining in popularity among parents and students.

Three states that established open-enrollment programs in the past few years have reported dramatic increases this fall in the number of students choosing to attend schools outside their districts.

In Massachusetts, the number of students participating in the school-choice program has tripled since last year, from 921 to more than 2,800 this year.

In Iowa, more than 7,500 students have opted to attend public schools outside their home districts, up almost 50 percent over last year, while Nebraska's program has seen a 75 percent increase this fall.

Officials of public-school-choice programs say the increases are the result of more parents and students learning the details and potential benefits of the programs.

"It takes a while for people to become knowledgeable about [public school choice] and become comfortable with it," said Don Helvick, a consultant on open enrollment to the Iowa education department.

Seven states—Arkansas, Idaho, Iowa, Minnesota, Massachusetts, Nebraska, and Utah—have what most analysts consider comprehensive public-school-choice programs. Roughly six other states have more restrictive plans, such as an open-enrollment pilot program in Colorado and Ohio's plan allowing transfers between bordering school districts.

Enrollment in the programs is "inching along," said Chris Pipho, the director of state relations for the Education Commission of the States.

"If it is working well, it ought to naturally grow as more parents learn about it," Mr. Pipho said. "You should get a certain amount of up-creep based on keeping the same families enrolled. They, then, will tell their friends and relatives about it."

While less controversial than vouchers, some education experts take a dim view of open-enrollment programs. A new report by the Carnegie Foundation for the Advancement of Teaching questions the fairness and effectiveness of most of the established state plans. *(See story, page 1.)*

Minnesota Growth Anticipated

In Minnesota, the state that pioneered open enrollment in 1987, there have been major increases in the number of students choosing out-of-district schools in each of the last two years.

During the first two academic years of the program, when districts participated voluntarily, only a relative handful of students signed up—140 in 1987-88 and 350 in 1988-89. But after the program became mandatory for districts, the number of student participants rose to 3,200 in 1989-90, 5,940 in 1990-91, and 8,314 last year, according to the state education department.

The figures do not include transfers stemming from any of the state's several other choice programs or from separate agreements between districts, said Barbara Zahn, the enrollment-options specialist for the department.

No figures are available yet for this fall, but participation in the main open-enrollment program is expected to continue its upward trend, Ms. Zahn said.

In Nebraska, a rush of applications at the end of the last school year resulted in an increase in transfer students from 2,345 to 4,114 this fall, said Roger Hudson, the director of the enrollment-options program for the state education department.

"The numbers tell us that a good number of parents want their children to be a part of a junior high school or middle school program, but they may be in an elementary school district without that type of program," he said.

In Iowa, transfers between districts under open enrollment have resulted in the merger of some rural districts with their larger neighbors. This month, the Clay Central district agreed to merge with the larger Everly system after Clay Central lost nearly 14 percent of its 285 students to the choice program.

'Here To Stay'

In Massachusetts, as in most states with such programs, a portion of state education funding travels with students who transfer to other districts. As originally created in that state, sending districts were required to pay the receiving district for the full per-pupil cost of transfer students.

But some poorer districts were losing so many students, and with them their education dollars, that the Massachusetts legislature this year amended the program to cap per-pupil payments between districts at $5,000 and provide reimbursements of 50 percent to the sending districts.

The increased number of students in the Massachusetts program is due largely to a jump in the number of districts participating, from 32 last year to 55 this year. A key facet of the state's program is that districts can either agree or decline to accept outside students, but they cannot keep their resident students from leaving.

Peter McDonald, a policy analyst with Gov. William F. Weld's executive office of education, said more districts are signing up because of the obvious financial benefits of accepting outside students. Moreover, he added, "there is a sense among districts that the program is here to stay."

"There is a ripple effect going on," he added. "Communities are losing money as kids leave, so they decide to opt into the program."

Neither the Boston school district nor any of its surrounding suburban districts has entered the program, Mr. McDonald noted. Many suburban districts accept transfer students from the city, but charge stiff tuition to their parents.

"If we see some of those communities in the Boston metropolitan area opt in, then the numbers [of overall participants] will continue to rise," Mr. McDonald said. "If not, it will stabilize. Districts opting in will not be able to bring in students indefinitely, because they will run out of space."